Ministry of
Municipal Affairs

Annual Report
Fiscal Year
1986-87

BC

Ministry of Municipal Affairs

Annual Report Fiscal Year 1986-87

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To the Honourable David C. Lam

Lieutenant Governor of the Province of British Columbia

MAY IT PLEASE YOUR HONOUR:

I have the honour to transmit herewith the Annual Report of the Ministry of Municipal Affairs for the fiscal year ended March 31, 1987.

Rita M. Johnston

Rita M. Johnston

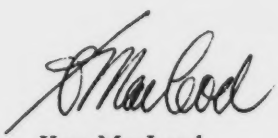
Minister of Municipal Affairs

To The Honourable Rita M. Johnston

Minister of Municipal Affairs

Madam:

I have the honour to submit the Annual Report of the Ministry of Municipal Affairs for the fiscal year ended March 31, 1987.



Ken MacLeod

Deputy Minister of Municipal Affairs

TABLE OF CONTENTS

MINISTRY OVERVIEW

A Message from the Deputy Minister 1

Acts Administered by the Ministry of Municipal Affairs 3

Ministry Profile

- The Annual Report 6
- Ministry Mandate 6
- Ministry Organization 7

The Year in Review

- Legislative Summary 8
- Budget 10
- Revenue Sharing 11
- Grants and Contributions 12
- Board of Examiners 12

LOCAL GOVERNMENT SERVICES

Organization Chart

- Office of the Inspector of Municipalities 16
- Investigations 17
- Engineering 19
- Municipal Financial Services 22
- Municipal Administrative Services 25

SAFETY STANDARDS & REVITALIZATION DIVISION

Organization Chart

Programs & Standards Division 30
Downtown Revitalization Program 31
Building Standards 33
Office of the Fire Commissioner 35
Safety Engineering Services 41
Boiler & Pressure Vessel Safety 43
Electrical Safety 46
Elevating Devices Safety 50
Gas Safety 54

ADMINISTRATION & SUPPORT SERVICES

Organization Chart

Policy & Services Division 59
Finance & Administration 60
Communications 64
Development Services 66
Policy & Research 71
Organizational Policy 74
Personnel Services 78
Information Systems 80
Islands Trust 82
University Endowment Lands 87

APPENDICES

Appendix 1
The Ministry's Local Government Clientele 89

Appendix 2
Evolution of the Ministry of Municipal Affairs 103

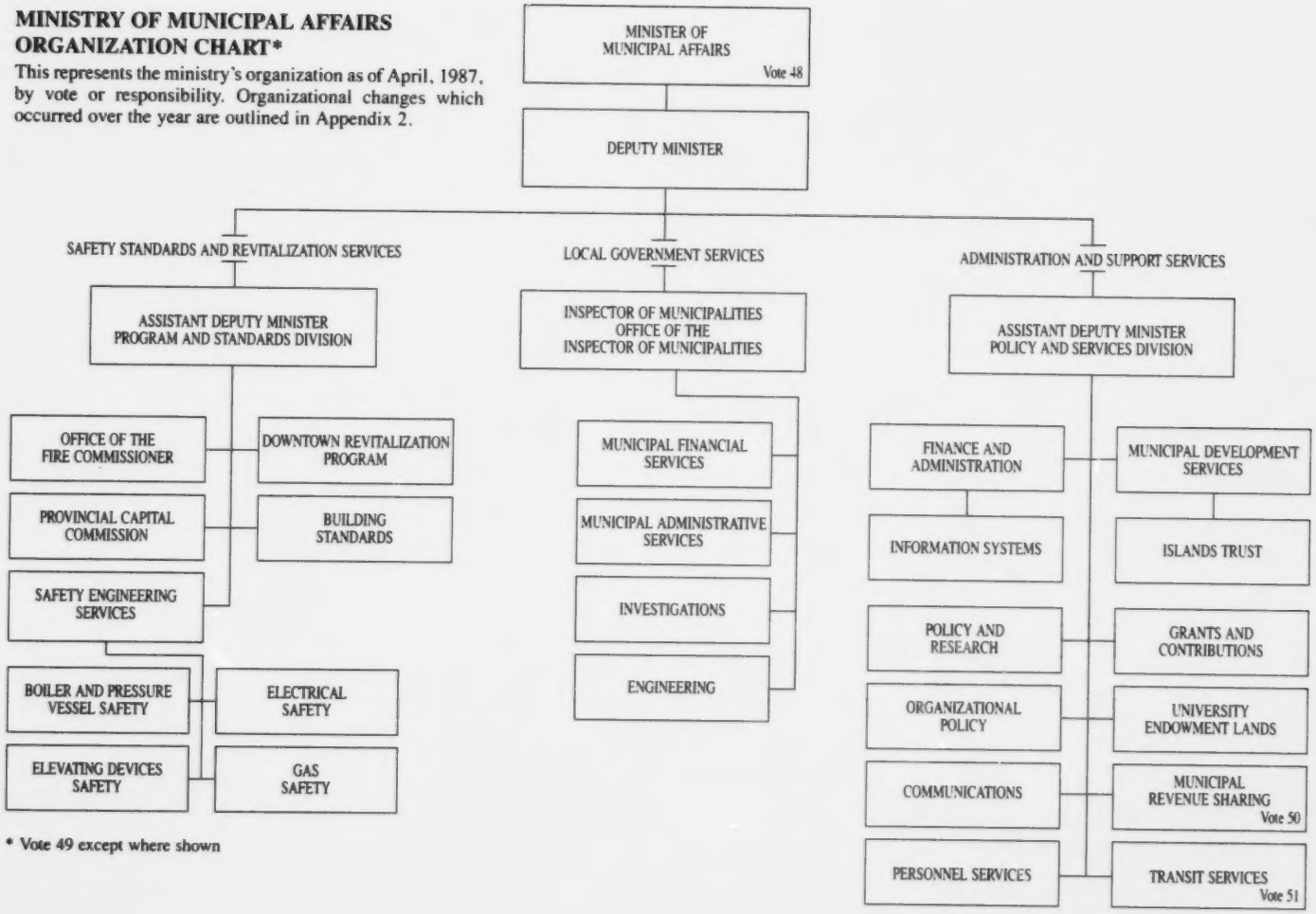
Appendix 3
Revenue Sharing Program 104

Appendix 4
Summary of Fire Losses in British Columbia, 1986 106

Appendix 5
Directory of Personnel 110

MINISTRY OF MUNICIPAL AFFAIRS ORGANIZATION CHART*

This represents the ministry's organization as of April, 1987, by vote or responsibility. Organizational changes which occurred over the year are outlined in Appendix 2.



* Vote 49 except where shown

MINISTRY OVERVIEW

A MESSAGE FROM THE DEPUTY MINISTER:

Organizational Expansion

The past year has been one of change for the Ministry of Municipal Affairs brought on by the transfer of responsibilities from other ministries. The following mandates have been added to the Municipal Affairs portfolio: Office of the Fire Commissioner (ex Attorney General), Provincial Capital Commission (ex Finance and Corporate Relations), Safety Engineering Services (ex Labour and Consumer Services), University Endowment Lands (ex Forests and Lands), and Transit Services (ex Provincial Secretary and Government Services). As a result, ministry staff grew from 91 to 448 (not including Transit Services which functions under BC Transit, a crown corporation).

During 1985 and 1986, the administrative and secretarial functions of the Board of Examiners were contracted to the Municipal Officers' Association of British Columbia. In light of the statutory authority of the Board of Examiners, it was decided that the ministry would resume providing support services to the board. This transfer of responsibilities occurred in January 1987.

In the fourth quarter of the 1986-87 fiscal year, the ministry created the Information Systems Section. The section was created to support and assist all areas of the ministry with systems related activities. Prior to this, the ministry contracted with BC Systems Corporation and private sector suppliers for part-time support and development.

Consultative Government

A trend toward more open, consultative government characterized the year. The ministry took a lead role with its decentralization initiatives, aimed at placing more discretionary power in the hands of local government. These initiatives led to the staging of the Premier's Conference on Decentralization and the subsequent formation of the Provincial-Municipal Committee on Decentralization.

The ministry also examined the regional district process and related portions of the *Municipal Act*, in an effort to improve the legislation's effectiveness in serving regional district needs. New legislation should be in place by early 1988.

For the first time in 10 years, the ministry initiated a two-day planning workshop for regional district planning directors. The workshop dealt with numerous current planning issues and provided an opportunity for regional district planners to establish contacts with others in their field.

Responses to Local Government Concerns

The following ministry initiatives responded to various concerns put forward by local governments:

1. The Municipal Amendment Act, 1986 was introduced in response to increases in municipal insurance liability premiums. The bill addressed the liability provisions of the *Municipal Act* but did not receive third reading before the session ended. It is likely that it will be passed in the next fiscal year.

2. Revenue sharing regulations were amended to include a new mechanism for stabilizing the unconditional grant. As well, the amendment increased the basic grant payable, a change favourable to smaller communities. The ministry increased unconditional grant funding by over $4.5 million to $95 million in 1985-86.

3. In the third quarter of the 1986-87 fiscal year, the ministry created the Organizational Policy Branch. Its creation stemmed from the need for a single office directed at improving the efficiency of local government structure.

4. The ministry supported an initiative known as Comprehensive Development Planning. This approach, which integrates traditional land use and services planning with economic development and financial planning, enabled the provincial government to achieve its objective of encouraging greater integration of all factors affecting development in the community. Seventeen projects were funded in 1986-87.

Adoption of Codes

In the safety standards field, the Electrical Safety and the Gas Safety Branches and the Office of the Fire Commissioner enacted or amended the latest national codes. These codes reflect the most recent standards across the country.

New Annual Report Format

This year's annual report introduces a new format which emphasizes services, rather than organization of the ministry. It also includes a description of major accomplishments and a report on the performance of each branch. This results in a more informative, performance oriented document for both the legislature and the public.

Ken MacLeod
Acting Deputy Minister,
Ministry of Municipal Affairs

ACTS ADMINISTERED BY MUNICIPAL AFFAIRS

The ministry exercises constitutional powers regarding local government assigned to the province under the *Constitution Act* (Canada). Local governments in Canada exist only to the extent that provincial governments see fit to create them. In British Columbia, this is reflected in the fact that municipalities, regional districts, and improvement districts are corporate bodies, upon which the provincial legislature has conferred certain rights and liabilities. These are set out primarily in the *Municipal Act*. This large and comprehensive statute establishes the legal, political, and economic framework within which local governments operate. With the expansion of the ministry, acts pertaining to transit services also fell under its responsibility. More recently, the ministry became responsible for safety services. As a result, the ministry regulates and legislates safety standards across the province.

Municipal Legislation

The *Ministry of Municipal Affairs Act* is the foundation of the structure and purpose of the Ministry.

The *Municipal Act* establishes the legal, political, and economic framework within which local governments operate. The *Municipal Act* determines specific requirements for the incorporation and structure of municipalities, regional districts and improvement districts. It provides rules for governing local elections and determines the basic powers and duties of municipalities for service provision and the regulation of persons and property. Finally, it determines the powers and requirements for the management of public funds, powers regarding taxation and the rights and duties retained by the province for the supervision of local government conduct and performance.

The *Revenue Sharing Act* establishes the revenue sharing fund and provides for the sharing of provincial revenues with municipalities and regional districts.

The *Home Owner Grant Act* provides a provincial tax credit to reduce the property taxes payable by qualifying home owners.

The *Municipal Finance Authority Act* establishes the Municipal Finance Authority and empowers it to issue securities to finance all long-term capital requirements of regional districts and municipalities.

Specific Area Legislation

The ministry is responsible for the following acts which relate to specific areas:

Capital Commission Act
Cultus Lake Park Act
Islands Trust Act
Municipalities Enabling and Validating Act
New Westminster Redevelopment Act
Resort Municipality of Whistler Act
University Endowment Lands Act
Vancouver Charter (not a public act)

Safety Legislation

The ministry is responsible for the following safety acts which give the ministry the power to set standards, regulate construction and installation and provide inspection and certification services:

Building Safety Standards Act
Electrical Safety Act
Elevating Devices Safety Act
Fire Services Act
Fireworks Act
Gas Safety Act
Power Engineers and Boiler and Pressure Vessel Safety Act

Transit Legislation

The ministry is responsible for the following transit acts which authorize the existence and operations of transit services throughout the province:

British Columbia Transit Act
Metro Transit Operating Company Act
Provincial Rapid Transit Subsidy Act
Provincial Transit Fund Act
Transit Services Act

Other Legislation

The ministry is responsible for the following miscellaneous acts:

Dyking Authority Act (has not been proclaimed)
Local Services Act
Mobile Home Tax Act
Municipal Aid Act
Municipal Expenditure Restraint Act
Municipal Improvements Assistance Enabling Act
Municipalities Assistance Act
Provincial-Municipal Partnership Act

MINISTRY PROFILE

The Annual Report

The Auditor General has written that:

> "The Legislative Assembly is responsible to see that government administration is properly discharged. In recognition of this responsibility, the Legislature requires the administration to submit to it annually the Public Accounts and ministry annual reports. These documents are intended to allow the Legislature to judge the performance of the administration by providing an explanation of what it has done with the money and power granted to it."

The annual report is an informative document which is produced for a number of audiences, including the Legislature, various levels of government and citizens of the province. It, therefore, must elucidate the ministry's purpose, the ministry's activities and whether resources entrusted to the administration were well-managed. It is emphasized that the Annual Report and Public Accounts are designed to describe the performance of the ministry as a discrete body. They do not describe the performance of local governments which is the role, in part, of Municipal Statistics, a document also produced annually by the ministry. Readers will get a broader understanding of the ministry and its clients by referring to all three documents.

Ministry Mandate

The Ministry of Municipal Affairs is an organization with dual purposes, one sustaining local government, the other setting and maintaining safety standards in the built environment. Broadly defined, these purposes are united in a common concern with community/urban development.

To elaborate, in sustaining a comprehensive system of local government in British Columbia, the ministry's objective is to maximize social benefits and minimize public expenditures through guidance of a local government system characterized by the following precepts:

- clearly defined local responsibilities;
- adequate resources to carry out these responsibilities;
- effective management
- accessible, responsive political representation.

The ministry maintains the day-to-day functioning of the system through advisory, supervisory, and service programs, and ensures that the structure and resources of the system are commensurate with its needs. Its corporate philosophy is based on a fundamental conviction that local government is essential to the functioning of democracy.

The other major purpose of the ministry is to sustain a comprehensive system to develop and enforce safety standards for the built environment: structure, plumbing, electrical and gas equipment, elevating devices, boiler and pressure vessels, amusement rides and fire prevention are all covered. This encourages the preservation of health through sound construction, installation and maintenance practices. The ministry objective is to maintain and monitor related standards and codes, ensuring they are cost-effective and adaptable to the evolving safety, social and economic needs of the general public.

Ministry Organization

The Ministry of Municipal Affairs is organized into a number of divisions and branches that provide programs and services in three functional areas:

. Safety Standards and Revitalization Services
. Local Government Services
. Administration and Support Services

Safety Standards and Revitalization Services of the ministry are composed of two streams: standards and programs. They are primarily concerned with the built environment and the two streams reflect these aims. Local Government Services are concerned with the affairs of all local governments in British Columbia and are aimed at ensuring viable local self-government. Administration and Support Services are primarily concerned with internal function and services to the ministry and are aimed at achieving effective and efficient management.

The ministry organization underwent a number of changes in 1986-87. The staff complement grew four fold with the addition of the Office of the Fire Commissioner, the Provincial Capital Commission, Safety Engineering Services and the University Endowment Lands. As of year end, the ministry had a staff of 448 full-time equivalents (FTE).

The ministry also gained responsibility for Transit Services as a reporting relationship. The ministry is responsible for budget allocation.

THE YEAR IN REVIEW

Legislative Summary

The Ministry of Municipal Affairs sponsored legislation in four different government bills during the year.

Bill Number	Title	S.B.C. Chapter Number
11	Taxation Statutes Amendment Act, 1986	23
25	Municipalities Enabling and Validating Amendment Act, 1986	20
28	Miscellaneous Statutes Amendment Act (No. 1), 1986	15
36	Miscellaneous Statutes Amendment Act (No. 2), 1986	16

Of these, Bills 11 and 28 were the most significant.

Under the *Taxation Statutes Amendment Act, 1986*, the *Home Owner Grant Act* was amended to extend additional home owner grant benefits to owners accommodating handicapped spouses or relatives.

The *Miscellaneous Statutes Amendment Act (No.1), 1986*, amended the *Municipal Act* to enable councils to exempt art galleries, museums, cultural facilities and search and rescue facilities from property taxation. The *Mobile Home Tax Act* was amended to confirm that all mobile homes, whether located in a mobile home park or not, are taxable.

The *Miscellaneous Statutes Amendment Act (No.2), 1986*, amended the *Provincial-Municipal Partnership Act* and the *Provincial-Municipal Partnership (Taxation Measures) Act* to lengthen the duration of property tax relief for vacant buildings from one year to five years. This accommodates the assessment reclassification of vacant buildings, and allows partnership municipalities the option of reducing or waiving development cost charges. Bill 36 also amended the *Municipalities Enabling and Validating Act* to introduce provisions affecting Victoria, Kelowna and Powell River. The same act was further amended by Bill 25 to introduce new provisions affecting Quesnel, Kamloops and Richmond.

Another bill, the *Municipal Amendment Act, 1986*, was introduced late in the session. This bill was a proposed response to increases in insurance liability premiums experienced by local governments, and addressed the liability provisions of the *Municipal Act*. The bill was designed to balance increased protection for local governments with adequate protection for individual citizens. Because the bill did not proceed to final adoption, it was scheduled to be reintroduced in the next session.

The ministry legislative program also focused on new regional district legislation (Part 24). A Regional District Legislation Review Committee, which held its inaugural meeting in January, 1986, was active throughout the year. In the summer of 1986, a series of Regional District Forums were held in eight centres around the province. The intention was to achieve a consensus on the basic direction which the legislative revisions should take. Early in 1987, the Premier's Conference on Decentralization was held in Vancouver. Proposed regional district legislation was endorsed at the Conference and the ministry began work on draft legislation. Work on this legislation was still in progress as the year closed.

The ministry also enacted a number of regulations during the year. The following represent the most significant.

Act	Title	Regulation Number
Provincial-Municipal Partnership Act	Provincial-Municipal Partnership Regulation	89/86
Home Owner Grant Act	Home Owner Grant Act Regulation	196/86
Mobile Home Tax Act	Travel or Tourist Mobile Home Exemption Regulation	206/86
Electrical Safety Act	Canadian Electrical Code Regulation	11/87
Elevating Devices Safety Act	Elevating Devices Safety Regulation	12/87
Fire Services Act	Oil Burning Equipment Regulation	14/87
Fire Services Act	British Columbia Fire Code Regulation	15/87
Gas Safety Act	British Columbia Gas Code Regulation	16/87
Revenue Sharing Act	Revenue Sharing Act Regulations	50/87

The Canadian Electrical Code Regulation, Oil Burning Equipment Regulation, British Columbia Fire Code Regulation and the British Columbia Gas Code Regulation were enacted or amended by adopting the latest national codes in those safety areas. These codes reflect contemporary technology and the most recent standards across Canada. Under the Elevating Devices Safety Regulation, elevating devices have become the responsibility of the Province of British Columbia.

Finally, the Revenue Sharing Regulations were amended to include a new feature for stabilizing unconditional grants. As well, the amendment increased the basic grants which are favourable to smaller communities.

Budget

The budget of the Ministry of Municipal Affairs has three components. First, there are voted appropriations. The four votes during the year were:

- Vote 48, Minister's Office
- Vote 49, Operations and Administration
- Vote 50, Municipal Revenue Sharing
- Vote 51, Transit Services

The voted expenditure for Municipal Revenue Sharing is subsequently transferred to the second component, the Statutory Revenue Sharing Fund. The third component of the budget is a statutory special account for Downtown Revitalization.

In 1986-87, the ministry experienced an extensive reorganization, acquiring several new responsibilities formerly part of other ministries. The impact on the ministry's operations and administration budget was substantial. For this reason, comparison with the previous year's budget is not meaningful. For 1986-87, the ministry's voted expenditure, as restructured, was $413.2 million.

The ministry's budget continued to reflect its service orientation. Of its voted appropriation, 54.9 per cent was dedicated to grants and contributions to local governments in the province. Another 39.3 per cent of total voted expenditure was allocated to urban transit. The operating costs of the ministry amounted to 5.8 per cent of total voted expenditure and was allocated to ministry operations, including salaries and benefits.

Revenue Sharing

In 1977, the *Revenue Sharing Act* established a fund representing a fixed proportion of provincial general revenue. Funds diverted to revenue sharing are subsequently allocated to local governments. The revenue sharing program is regulated by the act and its regulations. The act establishes the fund, whereas the regulations disburse cash support through a variety of grants. The act also provides for a grant stabilization account to enhance long term budgeting on the part of municipalities. Money set aside in this account is to be used to stabilize the disbursement of unconditional grants from year to year.

The revenue sharing fund is generated from a number of provincial revenue sources. The act is very specific about the sources and how much is to be contributed by each of them (see Appendix Three for a description of grant formulas). Each year the fund receives the sum of: a) one point of provincial personal income tax; b) one point of provincial corporation income tax; and c) 6 per cent of a number of other provincial revenue sources. For the fiscal year 1986-87, the amount generated from these sources was $227 million, a decrease of $8 million from the previous year. In the same year, $3.9 million was set aside in the grant stabilization account. The following table illustrates the distribution of the money available among the different components of revenue sharing for the years 1985-86 and 1986-87.

Type	Name and Part	%	1986-87 $ in Millions	1985-86 $ in Millions
Revenue Supplements	Basic Municipal — Part I		6.31	6.27
	Regional District Grants — Part VII		1.33	1.27
	Unconditional — Part VIII		95.08	90.37
	Total	46.0	102.72	97.91
Infrastructure Subsidies	Water Facilities: Old — Part II		40.08	39.72
	Water Facilities: New — Part II		2.47	1.97
	Municipal Highways — Part V		5.69	5.36
	Sewer Facilities: Old — Part XI		63.11	60.67
	Sewer Facilities: New — Part XI		1.06	0.90
	Transmission Line — Part XII		0.08	0.08
	Total	50.5	112.49	108.67
Planning/ Study Grants	Municipal Planning — Part VI		0.56	0.62
	Sewer/Water Study Grant — Part XIII		0.42	0.22
	Total	0.5	0.98	0.84
Restructure	Restructure Grant — Part X	1.0	2.48	2.58
Stabilization	Stabilization Fund — Part XIV	2.0	3.90	31.00
	Grand Total	100.0	222.57	241.00

This year, as in the previous year, more than 96 per cent of the fund has been disbursed to local governments in the form of revenue supplements, and infrastructure subsidies. In 1986-87, the disbursement of funds through all programs has increased over the previous year except for the transfer to the stabilization fund, which was reduced to $3.9 million from $31 million in the year before.

Grants and Contributions

The ministry provides grants and contributions to local governments and other bodies. Included in this function are conditional and unconditional grants for local services to provincial property as provided under the *Municipal Aid Act* and other general grants to provide support to individuals, non-profit organizations and municipalities on an annual or as needed basis.

Type	1986-87	1985-86
	$	$
Local Services to Provincial Properties	615,626	582,454
General Grants	462,167	1,208,057

Board of Examiners

The Board of Examiners is responsible for awarding Certificates of Proficiency in Municipal Administration and for issuing scholarship awards to eligible municipal employees.

The board derives its legislative authority from the *Municipal Act*. It is comprised of three members who are appointed to a three-year term by the Lieutenant Governor in Council on the recommendation of the minister. One member is nominated for appointment to the board by each of the following: the Union of British Columbia Municipalities (UBCM), the Municipal Officers' Association of British Columbia (MOA), and the minister. The board's administrative and secretarial functions are performed by staff from the Policy and Research Branch of the ministry.

Clients of the board are local government employees who, for purposes of certification, occupy senior level positions within their organization. Priority for scholarship awards is given to persons wishing to improve their administrative skills and whose primary duties are in local government administration and/or finance.

During 1985 and 1986, the administrative and secretarial functions of the board were contracted out to the MOA. In late 1986, this arrangement was reviewed. In light of the statutory authority of the Board of Examiners, it was decided that the ministry would resume providing support services to the board. This transfer of responsibilities occurred in January, 1987.

During the next fiscal year, the Board of Examiners intends to make improvements to both the certification and scholarship programs. Discussions will be held on an on-going basis with the MOA towards establishing a Senior Certificate Educational Program. It hopes to implement such a program by 1988. Changes to the regulations will likely be advanced next year which will more clearly reflect the board's criteria for issuing certificates.

Certification:
Two kinds of certificates are issued by the Board of Examiners, an intermediate certificate and a senior certificate, both of which represent a recognition of an individual's proficiency in local government administration. The criteria for awarding certificates are based on both academic training and work experience.

Major Activities: In 1986-87, 56 applications for senior and intermediate certificates in Municipal Administration were reviewed and awarded as outlined in Table 1 below.

This year the Board of Examiners gave formal approval to the MOA's Intermediate Certificate Educational Program for Municipal Employees. This program was developed by the MOA, in cooperation with the Board of Examiners, Camosun College and the University of Victoria. Successful completion of this program, which is administered by Camosun College, will meet the board's academic criteria for an Intermediate Certificate. The Board of Examiners believes that this program will provide a sound educational background for municipal administrators in British Columbia.

Scholarships:
The Board of Examiners administers two scholarship programs, the Provincial UBCM Commemorative Scholarship/Fellowship Program and the Jeff McKelvey Scholarship Fund.

The Provincial UBCM Commemorative Scholarship/Fellowship Program was established in 1981 to commemorate the 75th anniversary of the Union of British Columbia Municipalities. The purpose of the program is to provide financial assistance to persons working in local government who wish to upgrade their professional skills through enrolment in post-secondary courses of study and/or attendance at workshops or seminars relating to local government administration.

A total of 60 scholarships were awarded in 1986-87 amounting to nearly all of the $25,000 which is allocated annually to the fund. Courses of study which were supported are outlined in Table 2 below.

The Jeff McKelvey Scholarship Fund was established by the UBCM and became operational in the spring of 1986. Any local government employee is eligible to receive an award from this fund to assist in up grading his/her skills. Four (4) scholarships were awarded in 1986-87 which fully utilized the $3,000 available in the fund.

The Board of Examiners met three times in this fiscal year. In their review of scholarship applications, the board remained cognizant of its goal to improve the professional skills of British Columbia's local government administrators. The awards made in 1986-87 reflect that goal.

BOARD OF EXAMINERS ACTIVITY

1. Certificates in Municipal Administration

April 1, 1982 - March 31, 1987

Year	Issued		Declined		Total Reviewed
	Intermediate	Senior	Intermediate	Senior	
1982–83	6	6	3	11	26
1983–84	33	29	5	8	75
1984–85	27	14	12	9	62
1985–86	11	4	13	12	40
1986–87	12	20	15	9	56

2. UBCM Commemorative Scholarship Awards

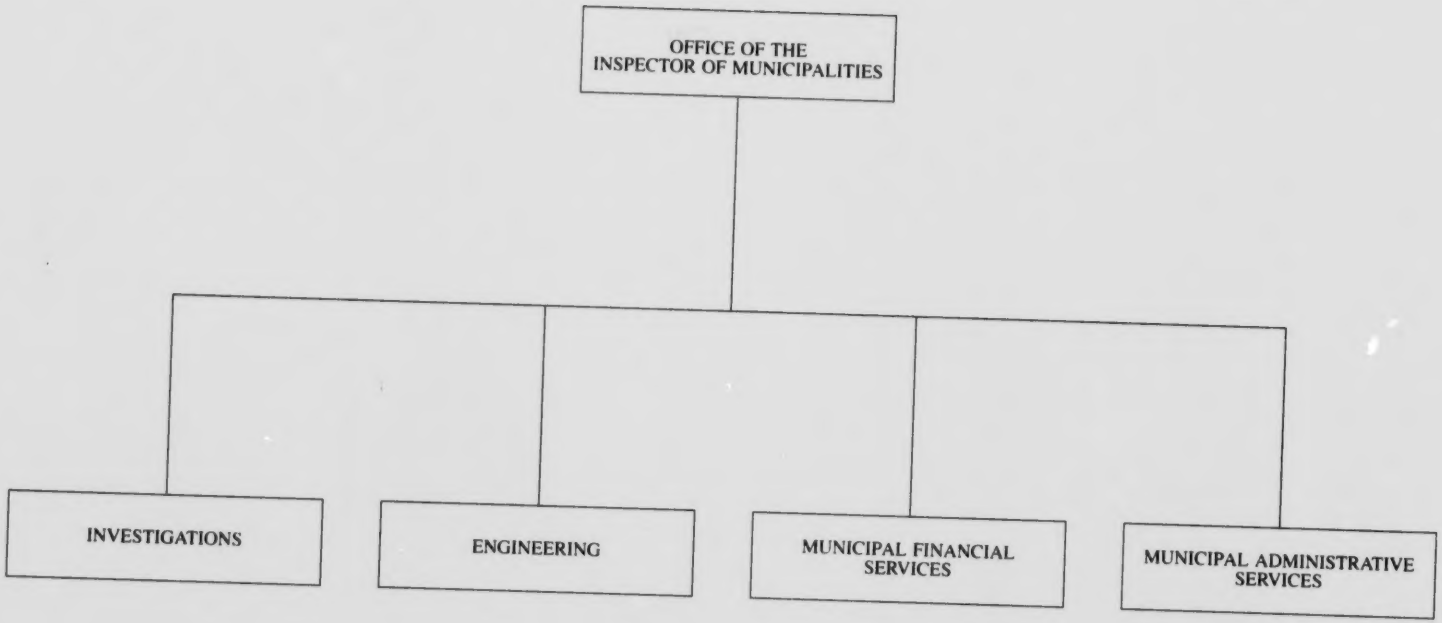
April 1, 1985 - March 31, 1987

Institution/Program	Number of Awards		$ Amount per Award	
	1985–86	1986–87	1985–86	1986–87
University of Victoria Public Sector Management	3	7	450.00*	500.00*
Banff Centre, Municipal Management Courses	4	2	350.00	350.00
Malaspina College Local Government Administration	3	5	190.00	190.00
U. of Washington Municipal Clerks' Institute	10	8	250.00	250.00
Municipal Officers' Association M.A.T.I.	29	27	350.00	350.00
C.G.A. Association	2	7	600.00*	500.00*
Miscellaneous Courses of Study	6	4	varied	varied

* represents an average amount due to differences in course fees.

LOCAL GOVERNMENT SERVICES

LOCAL GOVERNMENT SERVICES



Office of the Inspector of Municipalities

Total Budget: $ 1,373,489[1]
Budgeted Full Time Equivalents: 34[1]

The Office of the Inspector of Municipalities encompasses Local Government Services programs. The Inspector of Municipalities is a statutory position originating under Section 742 of the Municipal Act. The office is responsible for the overall financial and administrative well being of local government. In addition, the Inspector of Municipalities, as part of the senior management group, assists in the development of ministry strategies and programs. The Inspector is directly responsible for the operation of the Municipal Administrative, Municipal Financial, Engineering and Investigations branches of the ministry.

[1]Note: Includes the budget of the Inspector of Municipalities and all branches under the Division's responsibility.

INVESTIGATIONS

Budget: Not separated from budget of Office of Inspector of Municipalities

Budgeted Full Time Equivalents: 2

Responsibilities

The principal function of the Investigations Branch is to adjudicate complaints over local government procedure. The branch also provides clarification and advice on the legislative process of local government in addition to assisting clients in defining their relationship with the appropriate local authority.

Major Clients

A variety of clients seek guidance and assistance from the branch. Predominately they are private citizens and corporations who perceive that local government activity has unreasonably and unfairly discriminated against their particular interest. Numerous inquiries are also fielded from elected and appointed local government officials, the media, the Ombudsman's office and other provincial ministries. Mainly these latter clients are seeking clarification of local government powers and methods of implementation.

Objectives

The primary objective of the office is to resolve the client's source of dissatisfaction with the local government process either through an adjustment in the application of local administrative procedures or by clarifying the rationale and role of municipal administration and policy determination.

Activities

In 1986-87, the branch responded to some 600 inquiries of which approximately one half were verbal and the balance in the form of briefs and letters. Of the latter, 97 were formally registered as investigative complaints requiring detailed review, including field trips where appropriate. In 1985-86, the branch responded to 450 complaints, of which 73 were formally registered as investigative complaints. The principal categories from which complaints arose involved: zoning and subdivision; building regulations, bylaw enforcements, and Board of Variance; licences, rates, taxes and miscellaneous charges.

Forecasts

Experience suggests complaints and concerns tend to increase with rising economic vigour in the province. This being the case, the investigation branch will concentrate on accelerating the resolution process. We also have some confidence that, to the extent efforts are successful in increasing the awareness of local governments' jurisdiction and improving communications at the local level, the need to seek provincial assistance should be correspondingly restrained.

ENGINEERING

Budget: Not separated from budget of Office of Inspector of Municipalities

Budgeted Full Time Equivalents: 1

Responsibilities

The Engineering Services Branch provides engineering support for ministry programs, and an advisory service to local government, under the following major headings:

- Water and Sewage Facilities Construction Grants. The branch evaluates grant applications under this program, and assigns technical priorities so that the limited grants can be efficiently allocated.

- Water and Sewer Study Grants. The branch administers a study grant program to encourage sound municipal infrastructure planning and needs assessments.

- Engineering Advice. The branch provides a general advisory service, especially to smaller municipalities, and undertakes engineering studies in situations of special provincial interest.

- Improvement Districts. A closer advisory and supervisory function is provided for this level of government through a liaison arrangement with the Ministry of Environment.

Major Clients

The main clients of the branch are local governments (municipalities, regional districts and improvement districts). Other ministry branches are significant clients in areas of joint or complementary program delivery, such as Municipal Financial Services, Development Services and Organizational Policy. Other clients include the Ministry of Health, the Ministry of Environment and Parks, the general public, and private sector consultants.

Objectives for 1986-87

The main objective for 1986-87 was to increase the effectiveness of existing programs in addressing the perceived problems of smaller communities, by:

- Encouraging small communities to take advantage of grant programs in preparing needs assessments and system upgrading plans.

- Defining the infrastructure issues and problems faced by small communities.

- Evaluating the impact of existing grant programs.

Attempting to ensure that cost-effective solutions were adopted for servicing problems in smaller communities.

Major Accomplishments

The number of municipalities which have taken advantage of the study grant program was 116, reducing non-participants to 28. It is projected that, by next year, all municipalities will have completed a needs assessment.

An inventory of one category of problem, rural sewage disposal, is being completed by an inter-ministry committee involving the ministries of Health and Environment. These problems have high cost solutions, and the study will examine causes and alternative lower cost approaches.

The high-cost provision in the water and sewer capital grant program was amended to permit the ministry to provide increased assistance, up to 50 per cent, to smaller communities in need.

Evaluation of projects submitted for capital grants by small communities was improved this year, to enhance conformity with long range plans and the efficient allocation of limited grant funds.

A survey of chlorine handling practices in improvement districts was completed and recommendations provided where existing practice was considered unsafe.

Activities

	1986–87	1985–86
STUDY GRANTS		
Applications processed	73	79
Grants approved	$619,643	$628,000
FACILITIES GRANTS		
Projects evaluated	209	123
Project grants approved	137	58
Value of grant applications	$20,399,617	$15,760,171
Value of grants approved	$ 7,173,150	$ 6,970,645
IMPROVEMENT DISTRICTS		
By-laws examined	16	1
Incorporation reviews	—	4
Trust fund releases	26	28
Investigations completed	51	80
Major project reviews	16	15
Engineering studies completed	11	8

In addition to the above, a number of municipal clients were provided with advice on servicing questions including high cost projects and inter-agency negotiations. The branch also participated in waste management plan evaluations.

Forecasts

There will continue to be a high demand for scarce grant funds for infrastructure upgrading. Various independent needs surveys across Canada, and individual municipal assessments, will keep this a prominent issue. The branch will continue to compile data on the impact of these municipal needs, and the impact of provincial goals for improved municipal sewage and water treatment.

Improved integration of engineering costs, financial planning and land use planning, as envisaged by the comprehensive development planning approach, holds promise in tackling this issue. Further co-ordination of ministry programs towards this goal is anticipated.

MUNICIPAL FINANCIAL SERVICES

Budget: $630,416

Budgeted Full Time Equivalents: 17

Responsibilities

The primary objective of the Municipal Financial Services Branch is to monitor and assist in maintaining the financial viability of local government by:

- providing advice on all aspects of local-government finance, including current and long-term budgetary requirements and capital financing;
- reviewing capital financing proposals in order to make recommendations to the Inspector of Municipalities, who has a statutory duty under the *Municipal Act* to approve all long-term borrowing by local governments;
- reviewing financial statements;
- undertaking field visits and attending local government association conferences and meetings;
- recommending legislation, and;
- reviewing capital grant applications.

The Improvement District Services Section is responsible for the administration and financial control of improvement districts. It reviews improvement district bylaws for substance and form, coordinates references to other agencies where required, and prepares recommendations for approval by the minister or Inspector of Municipalities. It also evaluates information and prepares documentation on matters such as improvement district incorporations, boundary extensions and local government administration.

Major Clients

The clients of the Municipal Financial Services Branch are primarily local governments (municipalities, regional districts and improvement districts), but also include citizens who wish information on financial matters affecting local governments, external auditors engaged in local government audits, professional engineers preparing studies for local governments, Statistics Canada and the Municipal Finance Authority desiring local government statistics. Major provincial government clients include the ministry's Organizational Policy, Policy and Research, and Engineering branches, the Fire Commissioner's Office and the ministries of Environment and Parks, Finance and Corporate Relations, Health, Agriculture and Fisheries.

Objectives for 1986-87

The Municipal Financial Services Branch set five objectives for 1986-87:

- to improve local government financial reporting by formulating additional accounting principles for local governments in British Columbia;
- to issue capital grant approvals earlier;
- to provide advice to regional districts on variable tax plans and to implement review procedures;
- to increase field inspection visits to local government units;
- to improve information available to local government officials by updating appropriate sections of municipal and improvement district manuals.

Major Accomplishments

During the 1986-87 fiscal year, the branch issued an accounting principle on depreciation and commenced work on a principle for fixed assets. The branch reviewed approximately 10 variable tax plans (seven were eventually approved). Staff visited 116 municipalities, regional districts and improvement districts, 32 more than the previous year, to provide advice and obtain first-hand knowledge of local communities. The branch prepared a major update of the financial section of the Municipal Manual in July 1986 and undertook a major revision of the Improvement District Manual. Finally, it prepared the groundwork for a new assistance program for improvement districts for the 1987-88 fiscal year.

Activities

	1986-87	1985-86
Water and Sewer Rates Bylaws approved	90	150
Reserve Fund Expenditure Bylaws approved	260	200
Number of Municipalities, Regional Districts, Improvement Districts visited	116	84
Water and Sewer Grant Applications reviewed	159	130
Improvement Districts:		
Bylaws registered	552	526
Order-in-Council and supplementary Letters Patent approvals	48	42

Forecasts

Major reductions in the tax base of many resource-based communities in British Columbia will necessitate close liaison with the affected communities and the Ministry of Finance and Corporate Relations to provide bridge financing and other means for these communities to adjust.

Continued limits on funding for new water and sewer projects necessitates the priorizing of projects and the exploration of new sources of funding.

A proposed major revision to the regional district sections of the *Municipal Act* should streamline our dealings with regional districts.

Further development of our Municipal Financial Information System and Debt System should enable the branch to provide more and better information to the minister and senior executives and enable us to respond in a more timely fashion to requests for information.

MUNICIPAL ADMINISTRATIVE SERVICES

Budget: $470,253

Budgeted Full Time Equivalents: 12

Responsibilities

The Administrative Services Branch was reorganized in November, 1986, in conjunction with the establishment of the Organizational Policy Branch and the transfer of responsibility for the Improvement District Section to the Financial Services Branch.

The Administrative Services Branch provides assistance and direction on legislation and other administrative requirements to municipalities and regional districts throughout the province.

In particular, the branch reviews municipal and regional district bylaws for substance and form, prepares recommendations for approval by the minister or the Inspector of Municipalities as required under the *Municipal Act* or other legislation and coordinates references to other agencies where required.

The branch also evaluates information and prepares documentation on matters such as regional district functions, specified areas, boundary extensions and local government administration. Advisory services are also provided to local and regional governments.

Senior branch staff attend and represent the ministry at various chapter meetings of the Municipal Officers' Association and conduct field trips to municipalities and regional districts throughout the province.

Major Clients

The major clients of the branch are local governments - municipalities and regional districts, including their administrators, clerks and regional district secretary-treasurers - citizens, other government ministries and agencies.

The branch maintains ongoing liaison with various other ministries, including Transportation and Highways, Attorney General, Provincial Secretary and Government Services, and Environment and Parks. Liaison is also maintained with the B.C. Agricultural Land Commission, B.C. Assessment Authority, Municipal Finance Authority and the Union of B.C. Municipalities staff.

Objectives For 1986-87

The Administrative Services Branch set objectives in 1986-87 to update the Municipal Manual, to increase liaison with local government officials and to assist in the decentralization process.

Major Accomplishments

During 1986-87, the branch coordinated the revision of the Municipal Manual which provides a comprehensive outline on common procedures carried out under the *Municipal Act*. References and procedures were updated to reflect recent legislative and policy changes and material added to augment, illustrate, or clarify procedures or requirements under the *Municipal Act*.

In addition, senior staff of the branch attended meetings of various chapters of the Municipal Officers' Association to represent the ministry and to provide direct liaison with local government officials.

The branch was also actively involved in assisting with decentralization issues as they affect local government, with particular emphasis on the review of various statutory approvals which are currently required under the legislation.

Activities

Municipal Boundary Revisions

Supplementary Letters Patent were issued during 1986-87 authorizing extensions and/or revisions of boundaries for 12 municipalities. The municipalities affected, together with the resulting adjustments in area and changes in population, are indicated in Table 1. A local census is taken in the extended area and added to the original population established under the latest census in order to arrive at a new municipal population following extension.

Approvals by the Minister

During 1986-87, 1,014 items were considered and approved by the minister. Of these:

- 534 were for municipalities;
- 61 of them involved abandonment and vesting of highways;
- 123 involved adjustments to water, sewer and electricity rates;
- 32 involved appointments of members to municipal boards of variance;
- the remaining 318 involved miscellaneous municipal requirements.

A further 480 items were for regional districts; 12 involved appointments of members to regional district boards of variance; 12 involved building bylaws and 456 involved miscellaneous regional district requirements.

Bylaw Registrations

Bylaws in this category were examined for compliance with various provisions of the *Municipal Act* and other statutory authority. A total of 619 bylaws were reviewed, 543 of them for villages, 17 for districts, 37 for regional districts and 22 bylaws for the Resort Municipality of Whistler.

Orders in Council

The Lieutenant-Governor in Council approved the minutes of 138 council meetings - 71 of these related to regional districts; 47 to improvement districts; 13 to municipal boundary alterations and 7 to miscellaneous purposes.

Certificates of Approval

As follow-up to approval of loan authorization bylaws, 91 certificates of approval were issued to loan authorization bylaws and Municipal Finance Authority resolutions. One hundred and twenty-six certificates of approval for security issuing bylaws were issued to support Municipal Finance Authority borrowing carried out in 1986-87.

Regional District Activities

During the 1986-87 fiscal year, 27 new functions were granted to the 28 regional districts. In addition, 45 supplementary letters patent were issued amending existing functions, altering cost apportionment formulas and tax rate limitations, increasing authorized borrowing for various capital projects and adding member municipalities.

Specified Areas

Thirty specified areas were established in 1986-87. Of these areas, 10 were established by petition and 20 were established after property owners voted for the proposal. In addition, amendments to boundaries of 23 specified areas already established were completed.

Before regional government was introduced, community services administered locally in non-municipal areas were provided through the incorporation of improvement districts. New local service needs for non-municipal areas (with the exception of water, irrigation and dikes) are now almost all provided and financed by regional districts.

Many of the specified areas have been established adjacent to municipal boundaries. As demand for further services develops, the trend will be toward encouraging the incorporation of these areas within adjacent municipal boundaries. Isolated specified areas will probably retain their non-municipal status.

1986-87 Activities

Approval processes undertaken during 1986-87, in comparison with 1985-86.

Activity	1986–87	1985–86
Ministerial approvals	1,014	1,091
Bylaw registrations	619	637
Orders in Council	138	114
Certificates of approval	217	174
Regional Districts—		
Functions	72	42
Specified areas	53	54
Municipal boundary revisions	12	12

Forecasts

The intended elimination of statutory approvals for various local government activities should free staff resources for field work and closer liaison with the various levels of local government.

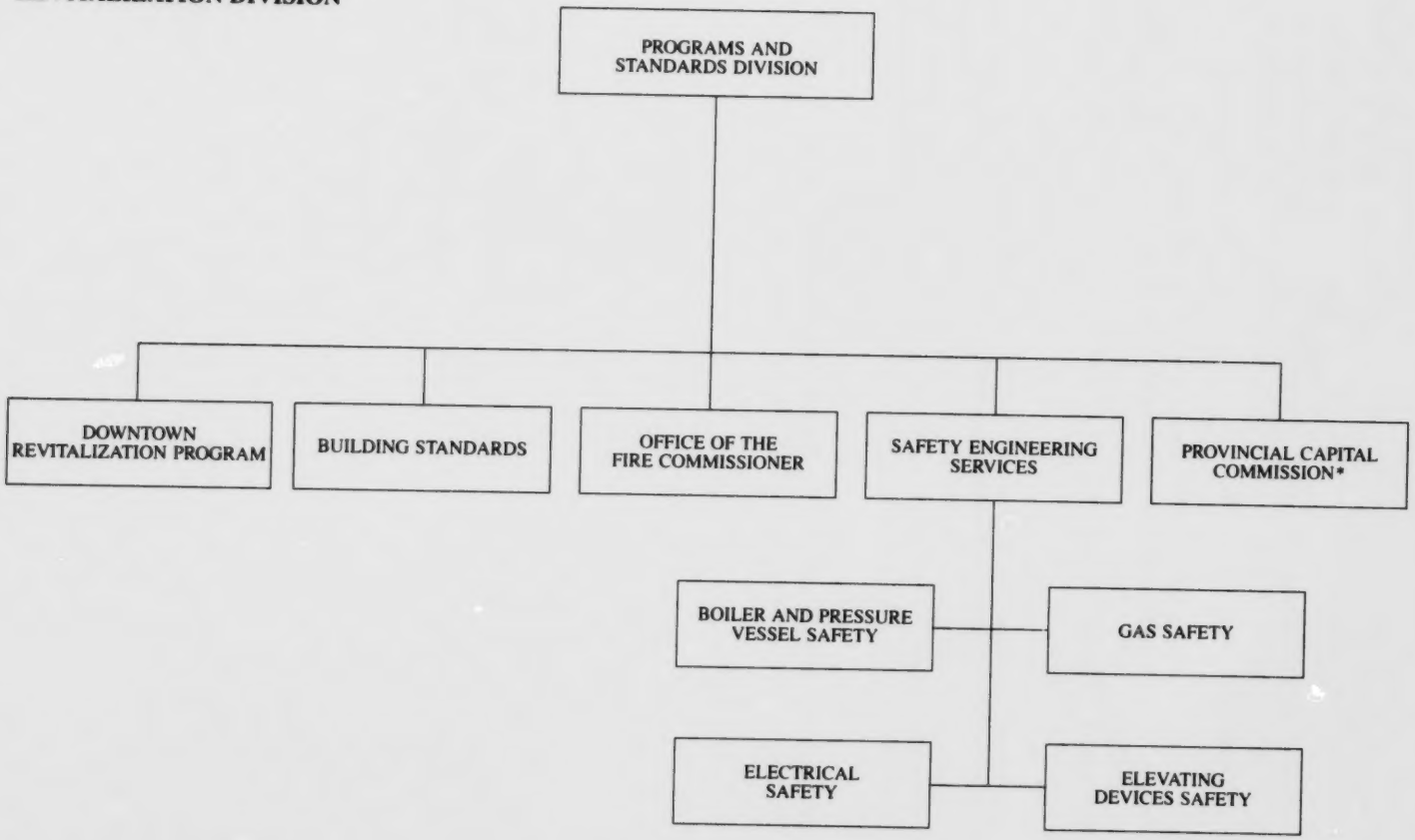
In addition, computerization of local government bylaws and other documentation handled within the ministry will be explored for its potential to streamline the process.

TABLE 1 - MUNICIPAL BOUNDARY REVISIONS, 1986-87

Municipalities	AREA (Hectares)			POPULATION		
	Before	Addition/ Decrease	New	Before	Added	After
CITIES						
Vernon	2265.23	5.48	2270.71	20,241	Nil	20,241
Merritt	870.66	198.91	1069.57	6,180	Nil	6,180
Enderby	382.60	36.27	418.87	1,714	135	1,849
Port Coquitlam	3017.29	84.42	3101.71	29,115	Nil	29,115
Merritt	1069.57	96.08	1165.65	6,180	Nil	6,180
Cranbrook	1649.55	44.41	1693.96	15,893	57	15,950
DISTRICTS						
Campbell River	13608.78	0.17	13608.95	16,986	Nil	16,986
Sechelt (Restructure)	509.11	4319.82	4828.93	1,224	Nil	1,224
TOWNS						
Qualicum Beach	1037.46	38.21	1075.67	3,410	Nil	3,410
Qualicum Beach (Redefined)	1075.67	0.49	1076.16	3,410	Nil	3,410
VILLAGES						
Granisle	8816.72	278.03	9094.75	646	Nil	646
Taylor	1292.59	255.77	1548.36	711	4	715
Lake Cowichan	356.21	157.77	513.98	2,170	Nil	2,170

SAFETY STANDARDS & REVITALIZATION DIVISION

SAFETY STANDARDS AND REVITALIZATION DIVISION



* For information pertaining to the Provincial Capital Commission, see the Provincial Capital Commission Annual Report.

PROGRAMS & STANDARDS DIVISION

Total Budget: $ 13,565,160[1]
Budgeted Full Time Equivalents: 251[1]

The Programs and Standards Division of the ministry is administered by an Assistant Deputy Minister and is comprised of five main operations loosely organized into two program groups.

The first group ensures that the built environment is safe and that its safety is maintained. This aim is achieved through the activities of the various safety standards offices: the Office of the Fire Commissioner, Building Standards and Safety Engineering Services, comprised of gas safety, electrical safety, elevating devices safety, and boiler and pressure vessel safety operations.

The second group assists in the economic renewal of principal commercial areas in British Columbia communities by enhancing the aesthetic and market function of the built environment. The aim is advanced by the ministry's Downtown Revitalization Program. A related program applied only to the Greater Victoria area is the Provincial Capital Commission which has an administrative link to the ministry.

[1]Note: Includes budget of the Assistant Deputy Minister and all branches under the Division's responsibility (including the Provincial Capital Commission).

DOWNTOWN REVITALIZATION PROGRAM

Budget: $52,000

Budget Full Time Equivalents: 1

Responsibilities

The Downtown Revitalization Program is responsible for fostering joint efforts by merchants & councils toward improving the physical and promotional presence of downtown areas in communities throughout B.C.

The program administration provides advice and guidance to municipalities and merchants in the provision of loans, grants and other economic incentives to enable the improvement to take place.

Under the *Special Funds Act 1980*, $25 million was set aside to finance this downtown rejuvenation initiative.

Major Clients

The program administration establishes a working relationship with municipal councils, their staff, merchant associations, and officials from other ministries of government involved in related programs.

The program administration also works closely with consulting firms throughout the province whose services are employed by municipalities for the purposes of economic or revitalization planning and design.

Objectives

The objectives of the Downtown Revitalization Program through its many funding sub-programs is to increase the economic viability of downtown areas. This objective is reached through consensus of all parties involved in the area as to what is required to improve the economy of the business core. Physical characteristics and marketing and business practices are reviewed and improved through joint efforts.

Major Accomplishments

To date 140 municipalities have been designated under the Downtown Revitalization Program.

With its $25 million fund, the program will by year end see 80 projects completed.

Activities

	1986-87	1985-86
Capital Construction Loans	$3,000,000	$2,900,000
Facade Improvement Grants	$ 439,000	$ 400,000

Forecasts

This is the final year of the five year, $25 million Downtown Revitalization Program. By the end of the 1987-88 fiscal year more than 80 projects will have been completed and nearly all municipalities in the province will have had some involvement with the program.

BUILDING STANDARDS

Budget: $348,259

Budgeted Full Time Equivalents: 6

Responsibilities

The Building Standards Branch provides a comprehensive support service on the use and application of the Provincial Building and Plumbing Codes, regulations and related standards. The branch supplies technical support and secretarial services for the Building Code Appeal Board established pursuant to the *Municipal Act* (Chapter 290, Section 741, consolidated February 28, 1986).

The Building Standards Branch offers the following services:

- Codes and standards form the basis of the program. Provincial amendments to the national codes are compiled with the assistance of ad hoc committees to ensure that our codes reflect provincial code user needs and maintain safety standards for the general public. Representation is provided on many national standards writing committees, covering standards referenced in the Building and Plumbing Codes, to ensure that these also reflect provincial needs;

- Education and information support services, including technical seminars, are provided to all code users to assist in interpretation of these codes. Bulletins and resumes of appeal board decisions are issued to maintain code user awareness of current developments and obtain uniformity of code application. A telephone service is maintained to give technical advice and settle disputes between code users on an informal basis, thus avoiding many costly construction delays within the province;

- Liaison with federal and other provincial code authorities is maintained on an ongoing basis to update not only technical expertise within the branch but promote uniformity of code application across the nation;

- Technical evaluation of new building or plumbing materials and systems, manufactured or being distributed in B.C. provides a valuable service to local industries in achieving code compliance and general acceptance for use in provincial construction projects.

Major Clients

As the basis of the program is to obtain safe and healthy design and construction standards for buildings with a reasonable cost factor, the ultimate benefactors are the citizens of the province. The intermediate contacts in this process are other provincial ministries, municipal administrators, inspectors, designers, lawyers, manufacturers and contractors.

Objectives for 1986-87

With respect to education and information services, the objective was to increase the flow of technical information and knowledge to all code users to offset the increasing complexity of modern construction requirements.

The branch also set an objective to increase activity at the national level and maintain technical expertise within the branch to strengthen its ability to serve provincial code users and maintain existing safety standards with existing resources.

Major Accomplishments

The branch increased the number of bulletins normally issued and gave many seminars throughout the province, in connection with the new codes.

During the year, branch staff represented the province on many national committees dealing with codes and standards.

Activities

	1986–87	1985–86
Technical research for B.C. Building Code Appeals	66	46
Formal Branch Opinions and Approvals	77	101

(Statistical data on other activities not available).

Forecasts

In the coming year, the branch will face increased activity due to forecasted continual growth in the construction industry and the ever increasing complexity of modern building techniques.

OFFICE OF THE FIRE COMMISSIONER

Budget: $2,872,603

Budgeted Full Time Equivalents: 43

Responsibilities

The provincial Fire Commissioner administers and enforces the *Fire Services Act* and the regulations aimed at reducing injuries and loss of life and property from fire. The *Municipal Act* contains provisions for municipalities to form fire departments to carry out fire suppression in their areas. However, it is not a requirement.

Because of its specialized nature, forest fire protection is the responsibility of the Protection Branch of the Ministry of Forests and Lands. The emergency powers of the Fire Commissioner, however, are exercised for evacuation purposes from time to time in cooperation with forest fire officials.

The responsibilities of the Office of the Fire Commissioner (OFC) are to:

- administer and enforce the *Fire Services Act* and regulations;
- consult with and advise municipalities on the organization and establishment of fire departments and other fire prevention matters;
- establish minimum standards for selecting and training fire service personnel;
- provide funding for the Fire Academy (Justice Institute, Vancouver);
- collect, study, and publicize information on fires, fire prevention and fire fighting;
- assist and advise fire departments in their inspections and fire investigation responsibilities; and
- provide emergency response in incidents involving hazardous materials and in fire incidents where loss of life or suspected crime occurred.

Major Clients

The OFC's largest client group consists of approximately 3,000 full-time career firefighters, 6,000 volunteers, and 300 industrial firefighters in approximately 380 fire departments in B.C.. These fire service personnel are, in various ways, directed, coordinated, trained or supported by the OFC.

Other clients include architects, designers, building owners, building inspection authorities, the insurance industry, product testing and research organizations, product manufacturers, lawyers, municipal administrators and the general public.

Objectives for 1986-87

In 1986-87, the OFC set the following objectives:

- to adopt the 1985 National Fire Code;
- to clear the backlog of Fire Code appeals;
- to introduce computers to the regional offices;
- to continue development of course materials for the career and volunteer fire service programs at the Fire Academy; and
- to host the annual conference of the Association of Canadian Fire Marshals and Fire Commissioners.

Major Accomplishments

Fire Loss Reduction

In 1986, 58 persons died from fire. This was the lowest number of fire deaths in 33 years. The number of fires declined seven per cent and the dollar loss (adjusted for inflation) declined by 19 per cent from 1985 (See Appendix 4 for a Summary of Fire Losses in B.C.). These reductions were the result of various factors including a better-trained fire service, better codes and standards, increased use of smoke alarms and effective public education programs.

National Fire Drill

The OFC coordinated B.C.'s participation in the National Fire Drill on October 9, 1986. Telephone surveys by fire departments after the drill indicated that about three out of four British Columbians were aware of the drill and its purpose. Almost everyone surveyed supported the drill and agreed it should be repeated annually. The drill was sponsored by McDonald's Restaurants of Canada Limited, and was strongly supported by schools, local businesses and the media with generous coverage of promotional events and donation of space and air time for public service announcements. Various activities were organized by fire departments throughout the province to publicize the drill, including Media Training Day, Bucket Brigade, and displays and demonstrations of fire fighting methods and equipment. The key-component of the program was a "Plan To Get Out Alive" worksheet distributed to elementary school children. The worksheet instructed families with easy-to-understand directions on how to plan escape routes from their homes. It also encouraged people to have smoke alarms installed at home and to test them regularly.

Appeal Backlog Reduced

There are approximately 550 local assistants to the Fire Commissioner, plus RCMP who act as local assistants. Local assistants have the authority to issue orders to rectify or improve deficiencies under the *Fire Services Act* or Fire Code Regulation. If an owner of a building or his representative wishes to appeal the order, he may do so to the Fire Commissioner. The appeal is acknowledged and an inspection may be conducted. The owner is contacted, a hearing may be held,

and a written decision is provided affirming, modifying or revoking the order. If the owner still wishes to contest the decision, he may proceed to court. In 1986-87, the OFC concluded 319 appeals to the Fire Commissioner on such orders. (In 1985-86, 158 appeals were concluded). No Fire Commissioner decision was appealed to the court.

Conclusion of this large number of appeals dramatically reduced the backlog that had built up over several years. The average turnaround time for a decision was reduced to about six months. In the past, a two or three year wait for a decision was not unusual. The reason for the backlog was a combination of two factors: Vancouver's intensive program of upgrading fire safety in small apartment buildings, and the fact that city fire officials did not allow alternatives or equivalents to the building/fire code requirements. Their rigid approach was caused by their fear of liability. The OFC was thus faced with establishing, in each appeal, an acceptable level of fire safety that would cause the least possible economic and operational impact on the owners and/or occupants.

Adoption of New Fire Code

On January 23, 1987, the National Fire Code of Canada 1985 was adopted provincially, replacing the 1977 edition.

The OFC also repealed the regulations governing the approval, sale, installation, and maintenance of oil-burners and oil-burning equipment and appliances using inflammable liquids as fuel. These were replaced by the Canadian Standards Association's Standard B139-1976, "Installation Code for Oil Burning Equipment" together with its Supplement No. 1-1982. These changes brought the regulations up-to-date and made them compatible with the B.C. Building Code, thus eliminating conflict and confusion.

Computerization

Computers were installed in each of the five regional offices for the first time, and the number of computers in the head office was increased to three from two. Administrative support staff were provided in-house training at head office. Use of the computers resulted in greater efficiency and faster turnaround for various clerical functions. Plan approval letters can now go out within a day.

Library Improvement

A computer program to carry out keyword searches was prepared for the OFC's reference library. To date, the library database consists of the last 12-15 years of six of the most important fire service periodicals as well as the Building Code appeal decisions. Previously, if someone wanted a list of all appeal decisions relating, for example, to "fireplaces", there was no efficient way to search. Now the computer can provide the list in less than a minute. This facility has proven a boon to the OFC and the response from other agencies has been very enthusiastic.

Canadian Fire Marshals/Fire Commissioners Conference

The OFC had the honour of hosting the 65th annual conference of the Association of Canadian Fire Marshals and Fire Commissioners (ACFM/FC) in Vancouver in July of 1986. This was a very successful conference, thanks in part to Expo 86.

Activities

Regional Offices

The major activities of the regional offices included the following (numbers in brackets refer to 1985-86 performance):

- the investigation of 310 suspicious fires, or fires where there was loss of life, large property damage, or where violations of the regulations were suspected (354);

- the examination and approval of 1218 cases to ensure compliance with applicable regulations under the Act (1336);

- 28 fire protection surveys for the provision of water supplies, fire apparatus, fire station and fire fighter requirements (25);

- the inspection of 907 properties for fire safety deficiencies (534);

- 34 court appearances as expert witnesses in civil and criminal case (39);

- providing guidance, advice and direction to the public and the fire service in the enforcement of the various complex codes and standards relating to fire safety. Approximately 25 percent of inspectors' time was spent on this activity.

Training and Education

During 1986-87, the Fire Academy, at the Justice Institute of British Columbia, under contract with the OFC, conducted 126 courses attended by a total of 3,340 candidates.

As part of a mandate to generate income to partially offset the cost of the delivery of training, 32 courses were developed and delivered to various agencies for a fee. e.g. Indian and Northern Affairs Canada. These courses were attended by 490 students.

Also, in cooperation with other agencies, four special interest seminars for 102 students were conducted.

Extensive course development work continued during 1986-87, the third year of the course development program. During this year, approximately $200,000 was spent on course development.

On April 1, 1986, the Training and Education Program, for the professional fire service, and the Volunteer Firefighter Certification Program commenced. By March 31, 1987, 3,103 firefighters were enrolled in the Volunteer Certification Program and 364 career firefighters were enrolled in the Professional Fire Service Program.

Five distance education kits (Edukits) were made available in 1986-87 and another seven were in various phases of final completion for release early in 1987-88. The Edukit program is designed to assist local training officers to deliver training to firefighters.

Information Services

Infiremation, the official bulletin of the Fire Commissioner continues to be published regularly. The publication is in its 11th year as a bi-monthly with a circulation of 2,800. Recipients include fire service personnel, building inspectors, insurance industry personnel, media and others interested in fire safety.

In 1986, a "Guide for Establishing a Volunteer Fire Department" was published by the OFC. It consolidated for the first time all the relevant information and guidance required to establish a volunteer fire department.

Adoption of the National Fire Code 1985 required the publication of various interpretations and guides on its use. In addition, several existing guidelines were revised and reprinted.

"Fire Losses in British Columbia in 1985", a statistical report was published and distributed in 1986. OFC publications result in more knowledgeable local assistants to the fire commissioner and more uniform application of codes and standards. They also serve the statutory obligation of publicizing matters relating to fire safety to those involved, the ultimate objective being to reduce fire losses.

With the aid of a computer, the OFC continued to provide valuable statistical data on fires. This data was most often sought by fire prevention officials, insurance companies and product testing and research organizations. In addition to providing the data to outside agencies, the OFC used the data to review patterns and to anticipate problem areas.

In 1986-87, the OFC responded to 502 requests for copies of fire reports from lawyers, insurance companies or persons involved in fires.

Forecasts

In 1987-88, the office will aim for the elimination of the Fire Code appeals backlog, so that building owners can get prompt decisions on their appeals, and thus minimize the possibility of occupant safety being compromised.

Forest fires during the year showed up the need for greater cooperation between the fire service and the forest service especially in areas where forest fringes on residential settlements. Through the Fire Academy, discussions will take place on developing courses to teach forest service firefighters more about structure fires and the regular fire service more about forest and bush fires.

Another high priority for the coming year will be the establishment of a burn site. A burn site is essential for the practical training of firefighters. While the concept has been discussed for several years, it has come to a point where programs at the Fire Academy will remain incomplete without a burn site.

The next year will also see more in-field training of local assistants to the Fire Commissioner. This method is essential because the majority of local assistants are volunteers and thus cannot spare the time to travel to the Fire Academy for courses. This decentralized training also allows for the courses to be geared to local needs and concerns.

SAFETY ENGINEERING SERVICES

Budget: $9,603,198*

Budgeted Full Time Equivalents: 200*

Introduction

The Safety Engineering Services division is comprised of four operational branches: Boiler and Pressure Vessel Safety, Electrical Safety, Elevating Devices and Amusement Rides Safety, and Gas Safety, which are supported by an administrative component. The division's 200 personnel are employed throughout the province in 37 regional and branch offices. The executive director, branch directors, senior managers, and technical staff are located in Vancouver.

Mission and Operations

The primary objective of the division is to provide a safe living and working environment for the people of British Columbia within the context of the governing acts and regulations. This is accomplished through programs involving inspection, certification, licensing, examination, equipment approval, education, codes and standards development, and accident investigations.

The method of achieving these objectives reflects economic conditions and public expectations. It has evolved from a rather restrictive "policing" role to a more consultative approach, with increased industry involvement, shared responsibility and increased self-regulation. Responsibility for ensuring that installations and equipment meet acceptable standards is shared with trade and industry. Regulatory activities, such as inspections, audits, and plan reviews, are increasingly used as a support mechanism to verify compliance and maintain standards. In this way, division objectives are achieved with minimum government involvement.

Advisory committees, representing of all facets of industry, are widely used in the preparation of legislation and regulations and to provide an appropriate forum for safety dialogue.

A monitoring and auditing approach is employed to identify repetitive hazards and, where necessary, take disciplinary action. Each act incorporates appeal procedures to ensure that decisions may be grieved through an open and impartial hearing.

Representatives from the division participate in international and national standards setting activities to ensure that British Columbia has a voice in establishing the standards that are ultimately applied to our residents.

The division has adopted a "user/pay" policy. The goal is to recover 100 per cent of the cost for providing the division's services by fiscal year 1987-88. The cost recovery for this fiscal year was approximately 79 per cent based on revenue of $6.7 million. In addition, approximately $2 million was expended on public safety education, development of codes, standards, appeals and investigations, legislation, and other activities which are considered non-recoverable.

* Represents the total budget and FTE count for the entire division.

BOILER & PRESSURE VESSEL SAFETY

Budget: $1,602,082

Budgeted Full Time Equivalents: 35

Responsibilities

The Boiler and Pressure Vessel Safety Branch provides safety programs and regulatory services concerning pressure containment equipment and installations for public, commercial and industrial sectors of the province. The branch is accorded authority under the *Power Engineers, Boiler and Pressure Vessel Safety Act* and Regulations to ensure safety in the design, manufacture, construction, installation, operation and repair of boilers, pressure vessels, refrigeration plants and pressure piping systems.

Branch safety assurance programs include the following activities:

- Participation in codes, standards, and technical committees to ensure that codes and standards are reasonable, sufficient and that British Columbia interests are considered.

- Information and education work with client groups to support the program philosophy of shared responsibility for safety. A bulletin distributed to various participating sectors of industry serves an interpretive and informative role. Educational seminars and presentations to technical and operations groups maintain awareness of current code applications and help to reduce regulatory requirements.

- Design survey registration to ensure that boilers, pressure vessels and associated equipment meet acceptable safety standards prior to installation.

- Certification and auditing of contractors installing and repairing pressure plants and refrigeration systems to establish and maintain a good technical safety level for both industrial and public sectors.

- A power engineers examination and licensing program to provide the industry with pressure plant operating personnel qualified to a national standard.

Major Clients

Primary clients of the branch are equipment fabricators, pressure plant owners and operators in the fields of forestry, mining, manufacturing, commercial and institutional facilities. Secondary client groups include design and consulting engineers, contractor associations and testing agencies.

Objectives for 1986-87

The primary branch objective for 1986-87 was increased efficiency in program delivery to client groups through modification of computer programs, modification of procedures and more effective use of available resources.

The branch set a 1986-87 objective to update computer system data information on boilers and pressure vessels and establish an accurate base for operation, planning, and budgeting.

Other objectives included:

- the preparation of a Comprehensive Defect Reporting System covering the boiler and pressure vessel systems to establish trends and identify potential safety problems;

- the revision and update of Mechanical Refrigeration Code Regulations for legislative approval, and;

- the preparation and distribution of a series of Pre-registered Welding Procedures adapted and acceptable for pressure welding work.

Major Accomplishments

A registration and inspection program based on shared responsibility, quality control and an audit system was initiated with LPG (Propane) companies.

The branch established quality standards criteria and regulation procedures for compressed natural gas containers in automotive applications.

It conducted a survey of pressure-plant, condensate water collection tanks in British Columbia and resolved safety problems concerning these vessels.

In the codes and standards area, the branch initiated acceptance of Canadian Standards Association registration procedures for fabrication of pressure vessels.

The branch renegotiated federal-provincial memorandums of agreement covering inspection of boilers and pressure vessels under federal jurisdiction.

The branch cost recovery rate in 1986-87 reached 68.7 per cent, and on schedule with the objectives of the division cost recovery plan.

Activities

	1986–87	1985–86
Contractors Licenses Issued	847	1,296
Boiler and Pressure Vessel Inspections	7,301	4,609
Piping Systems Inspections	13	—
Manufacturing Shop Inspections	504	378
Boiler Branch Special Inspections	302	221
Boiler Installation Permits Issued	221	217
Refrigeration Plant Installation	—	—
Permits Issued	263	116
Boiler Branch Survey of Designs Processed	841	783
Welding Examinations Given	518	478
Welding Procedure Approvals	77	—
Power Engineers Examinations Given	1,100	539
Boiler Branch Miscellaneous Activities	481	221
Accident/Incidents Investigated	7	6
Reported Injuries	2	1

Forecasts

In the coming year, the branch faces accelerating growth rates in capital construction and greater demand on resources. Increased efficiencies are required to maintain present activity levels. This will be accomplished through reducing "hands on" inspections and placing more responsibility on contractors and owners through increased auditing and monitored self-regulation.

Working with industry, the branch will continue to further the shared responsibility concept for safety assurance.

ELECTRICAL SAFETY

Budget: $3,820,549

Budgeted Full Time Equivalents: 90.5

Responsibilities

The Electrical Safety Branch ensures electrical safety in both working and living settings. The branch is accorded appropriate powers under the *Electrical Safety Act* (Chapter 104, consolidated June 3, 1986) and regulations to ensure safety in the generation, transmission, distribution and use of electricity. Today, the branch operates a comprehensive Electrical Safety Program designed to fulfil the branch mandate in an effective and efficient manner.

The Electrical Safety Program has several key elements:

- The Electrical Safety Advisory Committee (ESAC) is established pursuant to the *Electrical Safety Act* with representatives from all segments of the electrical industry. It advises the minister and the branch, and gives broad direction on the program.

- Codes and standards form the basis of the program. By helping to formulate national codes, and by providing a mechanism for amendment in B.C., the program ensures that the codes and standards are reasonable, sufficient, and correctly interpreted. A standing sub-committee of ESAC considers all changes to the B.C. Electrical Code which is established by B.C. Reg. 11/87.

- Education and information initiatives are essential preventive measures which support the program's philosophy of shared responsibility for safety. An industry subscription service providing interpretative bulletins and newsletters avoids costly errors. School, retailer, industry and consumer educational projects all help to avoid problems and reduce the cost of enforcement by maintaining a high level of awareness.

- Electrical Equipment Approval is a necessary adjunct to safe electrical system installation. By actively supporting national certification organizations, the need for the branch to approve equipment is reduced to those special circumstances where these certification organizations cannot cost-effectively service British Columbia industry and business. British Columbia Regulation 542/75 provides regulations for equipment approval.

- Contractor certification establishes the competence of those entering the industry and ensures that they maintain an acceptable level of safety. This reduces the need for costly inspection of contractor's work. An advisory board appointed by the minister occasionally considers disciplinary action against contractors. British Columbia regulation 57/65, consolidated January 15, 1987, governs contractor certification.

- Installation approval for all electrical work is based upon actual inspections using an audit approach for contractors but full inspection for homeowner work. Annual permits for larger facilities avoid the need for small maintenance jobs to be individually inspected. Some municipal authorities provide installation approval services in accordance with British Columbia regulation 542/75.

Major Clients

Ultimately, the programs benefit the consumer and worker. However, consumers are not direct clients except for safety awareness. Primary clients are persons doing electrical work: designers and engineers in the codes and standards area; contractors requiring certifications; and manufacturers and distributors in the approval of equipment. Secondary client groups include electrical utilities, industrial facilities and municipal authorities undertaking activities under the *Electrical Safety Act*.

Objectives for 1986-87

The major objective for 1986-87 was to achieve a more effective and efficient service by streamlining regulatory procedures and increasing shared responsibility at no cost to government.

ESAC's major objective was to focus more acutely upon major policy issues rather than branch administration or procedure.

In the codes and standards area, the primary objective was to introduce a completely new version of the code, with a fast-track amendment procedure and adequate information dissemination prior to adoption.

For education and information, the branch's primary objective was to increase penetration of the industry newsletter and bulletin subscription service. Secondly the branch sought to respond to major accident statistics by increasing efforts in these areas.

Major Accomplishments

ESAC subcommittees were set up to consider revisions to the contractor regulations and possible streamlining of the regulations governing low-risk electrical work.

The sub-committee on contract certification successfully concluded a set of principles as the basis for drafting new regulations.

A schools program was developed and successfully piloted in Kelowna as part of safety week. New consumer safety material has been very well received. The subscriptions for the industry newsletter and bulletins increased by 15 per cent.

Seminars were held across the province prior to the introduction of the new electrical code and the audio-visual presentations resulted in very few problems after the transition period.

The branch's cost recovery rate in 1986-87 increased to 72.4 per cent from 60.8 per cent the previous year and is on-schedule towards full cost-recovery.

Activities

	1985-86	1986-87
Permit Applications		
Contractor	40,375	43,536
Homeowner	8,546	7,849
Annual	765	1,014
Equipment Approval	3,956	6,921
Inspections		
Site	67,678	73,202
Authorizations	25,927	28,163
Equipment Approved (pieces)	36,985	40,481
Examinations	634	617
Contractors Certified	4,265	4,828
Plans Examined	698	609
Meetings/Seminars Conducted	92	72
Hazards Eliminated	1,668	1,707
Accidents/Fires Investigated	173	154
Electrically Caused Fatalities	9	0
Electrical Burns	7	5
Electrical Shocks	3	2
Electrical Equipment Failures	6	19
Electrical Fires	44	42

Forecasts

In the coming year, the branch will face continued growth in the construction industry resulting in increased pressure on resources. To avoid staffing increases, efficiency and productivity will have to improve further. New contractor regulations will place more responsibility on the electrical contractor for safety. The industry will become more self-regulating and require less "policing" by provincial and local government authorities, without subsequent increases in risk to the consumer.

Working closely with industry, the Electrical Safety Branch will continue to restructure for the 1990's, concentrating on continued deregulation and decentralization.

ELEVATING DEVICES SAFETY

Budget: $926,976

Budgeted Full Time Equivalents: 22

Responsibilities

The mission of the Elevating Devices Safety Branch is to provide an assurance program for a safe working and living environment for the people of British Columbia, with a particular focus on elevating devices. The primary function of the branch is to administer and implement the safety mandate as legislated in the Elevating Devices Safety Act and Regulation of British Columbia (1985).

There are six significant aspects of the program:

- The Elevating Devices Advisory Committee is composed of members from all facets of the industry. The chairman, on behalf of the committee, reports to the minister and the branch on all matters relating to the safety of elevating devices.

  Committee members carry out their duties in accordance with the guidelines in the *Elevating Devices Safety Act* (section 28). Codes and standards form the basis of the safety assurance program. The program ensures that the regulation, codes and standards are applied in a practical and effective manner. Representatives of the branch participate in the formulation of the national codes.

- The branch and the advisory committee encourage the participation of the trade, industry and the public in the continuing development of the safety assurance program. The objective is to establish uniformity and compatibility in the changing technological environment.

- Before elevating devices are made operational for use in British Columbia the equipment must be registered, tested and certified to operate. This activity provides the assurance that basic design and code requirements are adhered to and that drawings and specifications are professionally presented. The subsequent Acceptance Testing Program by the branch is a practical affirmation that the device can be certified to operate.

- Under the act, all elevating device contractors must be registered annually as, being competent to perform such work. This ensures that the contractors maintain a recognized level of engineering/construction expertise and is a significant aspect of the evolution towards self-regulation.

- The 12-16 month inspection cycle of the 10,000 registered devices ensures that all installations are maintained in a safe condition, and perform in accordance with the requirements of the applicable regulations. Accidents, equipment failures or other events that result in personal injury or damage to a device are investigated by the branch. The branch responds to complaints from the public regarding the operation or condition of elevating devices by making special inspections or other appropriate action.

Major Clients

The ultimate beneficiaries of the program are all British Columbians, who annually take an estimated three billion rides on elevating devices. More directly, the branches clients are: the owners and managers of elevating devices; manufacturers; contractors; government agencies; codes and standards organizations; elevating device consultants; fire departments; the provincial Fire Commissioner; and the insurance industry.

Objectives for 1986-87

In 1986-87, the primary objective was to manage the expanding program effectively with the resources available and seek improvements by increasing staff effectiveness.

The branch aimed at increasing staff training to cope with new technological developments and further extend its educational efforts in the private and public sectors as part of the continuing transfer of responsibilities to the private sectors.

Major Accomplishments

The branch successfully completed their safety coverage of elevating devices and amusement rides at EXPO 86.

The Elevating Devices Safety Branch, in conjunction and cooperation with B.C. Transit completed the second phase of the elevator and escalator safety program for the Skytrain System.

The branch cost recovery rate in 1986-87 is 85 per cent which exceeds the target set in the division's revenue program.

Activities

		1986-87	1985-86
1	Inspections Conducted	8,423	7,443
2	New Installations	498	627
3	Individuals/Contractors Licensed	65	86
4	Investigations Conducted	443	454
5	Plans Registered	368	387
6	Meetings/Seminars Conducted	149	81
7	Written Recommendations on Defects and Hazards	18,246	9,115
8	Fatal/Nonfatal Incidents and Accidents Investigated	179	162
9	Licence Suspensions	72	72
10	Property Loss	$232,000	$532,000

Forecasts

In 1987-88, the branch will experience an increase of some 500 newly registered devices which will place added pressure on our ability to fulfill the presently legislated mandate.

A detailed review of the program will take place. The review will focus on the need to make a major shift towards the concepts of shared responsibility and self-regulation by the industry.

Recent developments require that the branch implement a dedicated coverage of the amusement rides industry during the forthcoming year.

A continuing technical education program for staff members will be maintained. This will ensure that the Elevating Devices Safety Branch expertise level remains compatible with what are now significant marketing and technological changes within the industry.

GAS SAFETY

Budget: $1,798,680

Budgeted Full Time Equivalents: 42.5

Responsibilities

The primary responsibility of the Gas Safety Branch is to ensure a safe, living and working environment for the people of British Columbia in matters concerning the distribution and utilization of natural gas and L.P. gases in accordance with the authority mandated in the *Gas Safety Act* and Regulations (Chap. 149 consolidated December 1985). This is achieved in the following ways:

- Development and interpretation of Codes and Standards. Codes and standards are fundamental to the application of safety requirements for the distribution and use of natural and propane gases in the Province of British Columbia. Representation on national code committees ensures their applicability to B.C. and provides a mechanism for amending these codes where necessary. Involvement in these Code Committees also facilitates their correct application and interpretation.

- Examination and licensing of gas fitters to ensure that those installing and distributing natural and propane gases in B.C. are properly qualified and knowledgeable.

- Licensing gas contractors to ensure that they are aware of the necessary permitting procedures and that they only employ those who are properly certified.

- Incident Investigations as a result of fires, explosions or death due to malfunctions of equipment. Branch personnel are often required to provide expert opinion for fire departments, and in civil and criminal litigation in regard to safety practices and procedures

- On site inspections and field testing to ensure that installation standards are being properly interpreted and applied and that equipment is properly approved and certified. Field testing ensures that minimum standards of safety are met by new equipment or on equipment where there has been some concern regarding safe operation. This involves compliance with national standards where they exist and the establishment of minimum safety operating standards where there is no existing national or provincial standard.

- Certification of appliances to ensure compliance with nationally recognized standards. A special gas certification is available for those appliances and equipment for which there is no standard. This involves field inspection to ensure normal safe operation and to confirm that, in the event of an upset condition, the equipment will automatically shut down without causing any danger to the public at large.

Major Clients

The public at large are the main beneficiaries of branch programs, but are only clients in a peripheral way, such as when they install gas-fired equipment in their own houses as permitted by the regulations under the *Gas Safety Act*. The primary clients are those people involved in the manufacture and installation of gas equipment, the distribution of natural gas or L.P. gases, professional groups requiring expert advice or counsel. There are, namely:

- Gas fitters
- Contractors
- Engineers
- Designers
- Gas utilities
- Local inspectors
- Fire departments

There is also on-going dialogue and committee involvement with the Canadian Gas Association and other approved testing agencies such as B.C. Research, Underwriters Laboratories, etc.

These groups are represented in the Gas Safety Advisory Committee which has been established in accordance with the *Gas Safety Act*. The committee advises both the minister and the branch pursuant to the authority invested in it by the act.

Municipal inspectors and propane companies both have regular quarterly meetings with the branch to discuss and resolve on-going problems.

Objectives for 1986-87

The major objective for 1986-87 was to improve the efficiency of operation and further share the responsibility for safe installations and distribution with the trade and industry by moving to an audit function as opposed to inspection of all the work undertaken.

The National Gas Code will be adopted and amendments will be printed in the same format so that they may be included with the code. It is further proposed to rationalize the national codes for propane and natural gas into a common single code, or at least all those sections of the code which are common to both gases.

New courses for the installation of propane equipment on recreational vehicles were set up at community colleges and will commence in 1987-88.

Discussions will take place between the branch and the Ministry of Transportation and Highways to solicit assistance for the reinspection of propane equipment on recreational vehicles and also to provide input to Transportation of Dangerous Goods legislation regarding transportation of propane.

New procedures to expedite the approval process will be explored regarding installation of propane dispensers and will involve local authorities, municipal fire departments, propane companies, and the Gas Safety Branch.

Major Accomplishments

In the past six years, the branch has shown a high standard of efficiency by assuming increased responsibility for propane, propane-fueled vehicles and compressed natural gas for vehicles with a net decrease in staff.

The branch has on-going discussions with mechanical contractors regarding changes to the building standards in an effort to establish ways of implementing new ventilation standards without affecting the safe combustion of gas-fired equipment.

A number of seminars have been carried out to educate recreational vehicle manufacturers, propane companies and installers of 2 psi gas systems and their radical new code requirements.

New computer assisted marking and review of examinations required for certification under the *Gas Safety Act* has been introduced to greatly improve efficiency for review and analysis of exam results and to demonstrate potential weaknesses in the teaching of the courses.

The cost recovery of the branch has improved from a forecast 58 per cent to 68.9 per cent and is well ahead of expectations.

Activities

	1986–87	1985–86
Permits Issued	26,425	23,500
Inspections Conducted	46,577	40,510
Pieces of Equipment Approved	1,078	1,053
Examinations Given	593	752
Inspections With Corrective Action	2,219	2,237
Plans Approved	1,555	2,100
Seminars and Meetings	82	95
Disciplinary Action	4	5
Fires/Accidents	6	8
Gas Fitters Licences Issued	4,004	4,217
Performance Indicators		
Inspections/Permit	1.76	1.72
Percentage of Inspections With No Corrective Action Required	95.20	94.47

Forecasts

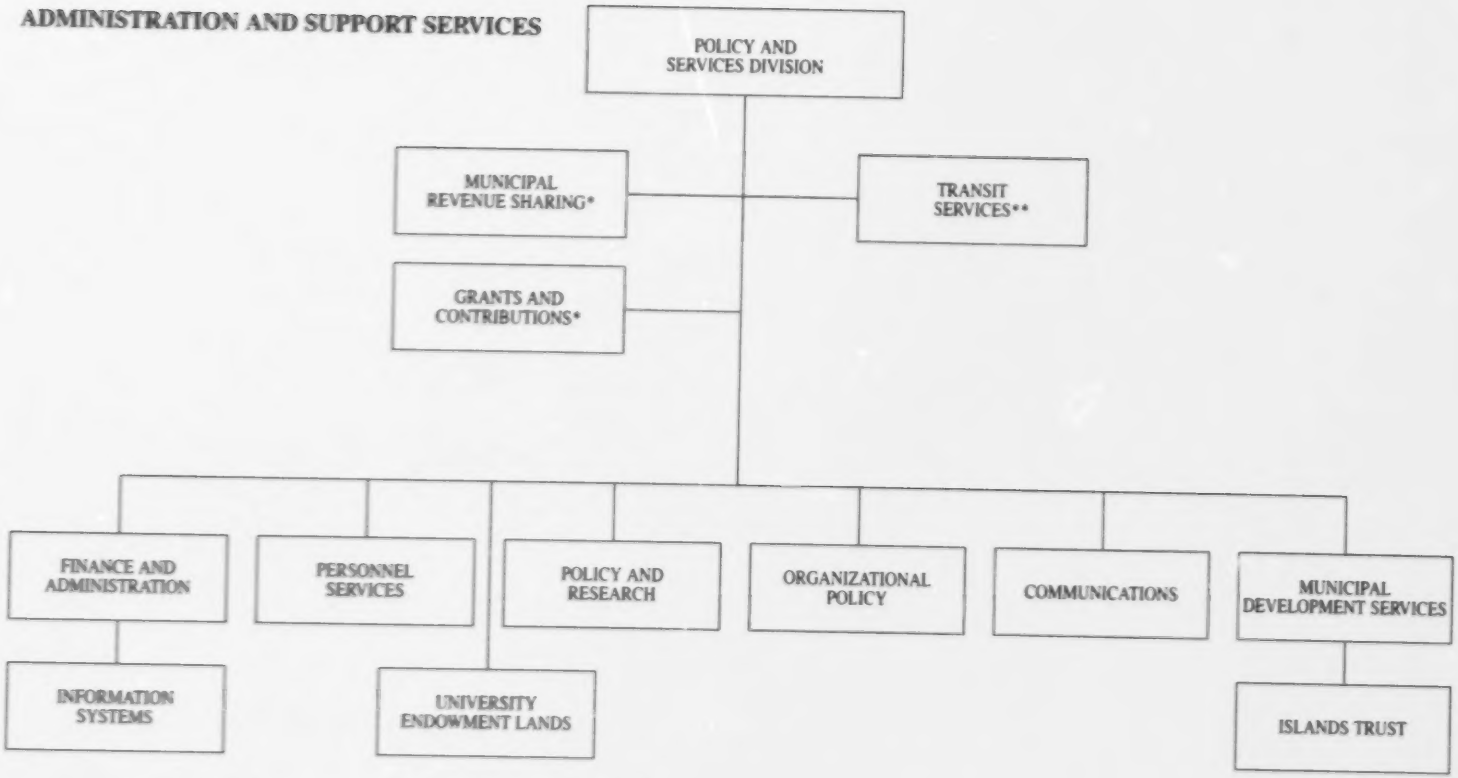
Continued growth of domestic 2 psi gas installations will put increased demands on the manpower and resources of the Gas Safety Branch. (B.C. Hydro estimates an increase of approx. 400%, i.e. 6,000 installations.) The emphasis of the branch has been increasingly to perform an audit function of installers as opposed to a comprehensive inspection of the installation. There will continue to be a requirement to perform comprehensive inspections to public buildings such as hospitals, nurseries, theatres, retirement homes, etc.

Administrative procedures will be explored with gas utilities to obviate gas fitters and contractors circumventing the permit procedures. The branch is also addressing the problems of non-payment of permit fees. Legal advice will be sought on how this may be best achieved.

Increased demand is also expected from compressed natural gas for vehicles. There are a number of tests being carried out by utilities and manufacturers on prototype diesel engines, service station compressors, home compressors and electronic fuel injection equipment. The branch is kept abreast of these developments and will continue to monitor their performance and applicability.

ADMINISTRATION & SUPPORT SERVICES

ADMINISTRATION AND SUPPORT SERVICES



* Discussed in the Year in Review.

** For information pertaining to Transit Services, see the Transit Services Annual Report.

POLICY & SERVICES DIVISION

Total Budget: $ 7,785,188[1]
Budgeted Full Time Equivalents: 157[1]

The Policy and Services Division is primarily concerned with internal programs and services to the ministry. It is administered by an Assistant Deputy Minister and is divided into three functional groups: Policy and Planning, Central Services and Special Services. A fourth group can be loosely defined as Miscellaneous Services.

The Policy and Planning group focuses on initiating programs and providing support services to all ministry programs and activities as well as to local government. Unlike the other two groups, this group serves both internal ministry and external local government clients. It is composed of the Policy and Research, Organizational Policy and Development Services branches.

The Central Services group is responsible for the coordination, provision and maintenance of support services for statutory programs including services related to finance, personnel and office administration. They provide the ministry with all the necessary tools to carry out its day-to-day and long-term functions. It is composed of the Finance and Administration, Information Systems, Personnel and Communications branches.

The Special Services group is responsible for three unique ministry services: the administration of the University Endowment Lands and the Islands Trust and the ministry administrative link to the British Columbia Transit Authority.

The Miscellaneous Services group, which includes the Municipal Revenue Sharing Program, and Grants & Contributions, has been placed under Administration & Support Services. Final responsibility lies with the Policy & Services Division but in reality, these programs are shared by all divisions within the ministry.

[1]Note: Includes budget of the Deputy Minister, Assistant Deputy Minister and all branches under the Division's responsibility (including the University Endowment Lands)

FINANCE & ADMINISTRATION

Budget: $1,880,402

Budgeted Full Time Equivalents: 29

Responsibilities

The Finance and Administration Branch is responsible for the coordination, provision and maintenance of support services for ministry programs related to finance and office administration. The branch consists of three sections:

- the Financial Operations section is responsible for the provision of disbursement, accounting, payroll, financial reporting and revenue management and control services for all ministry programs. The section also administers the Municipal Revenue Sharing and grants-in-lieu of taxes programs.

- the Financial Planning and Analysis section is responsible for budget coordination, preparation and submission, monitoring and variance analysis, financial planning, forecasting and control and chart of accounts maintenance for all ministry operations, special accounts and special funds.

- the Facilities and Services section is responsible for the management of ministry facilities including office space, telecommunication services, postal services, asset inventories and other related office services. The section is also responsible for the coordination and management of the ministry's vehicle fleet and purchasing functions.

Other Responsibilities:

- *Home Owner Grant Act*

  The branch is also responsible for the administration of the *Home Owner Grant Act* which includes the provision of interpretation and advice to municipalities, the professions, and the general public. Approximately $280.5 million in home owner grants were processed for payment during the 1986-87 fiscal year.

- Municipal Commercial Vehicle Licence Program

  One hundred and nineteen municipalities participated in the Municipal Commercial Licence Program during the 1986 licence year. Sales of vehicle plates under this program, which is administered by the ministry on behalf of the municipalities, generated approximately $683,000 in revenue which was distributed to participants on a per-capita basis.

Major Clients

The major clients of the branch are the ministry executive, program managers and staff, general suppliers, municipalities and regional districts, Crown corporations and central agencies of the provincial government.

Objectives for 1986-87

The major objective of the branch for 1986-87 was to become more efficient and effective in terms of meeting the needs of its internal and external clients.

The external objective was to ensure that payments to suppliers and municipalities were made accurately and on a timely basis within the policies and procedures of the provincial government and the *Financial Administration Act*.

The internal objective was to ensure that the operational needs of the ministry were met.

This included:

- the provision of timely financial reports to assist managers in making expenditure decisions.

- the preparation of the estimates of revenue and expenditure for the general fund and special accounts and funds within the time frames and targets established by the central agencies of the provincial government.

- the timely and accurate processing of payroll and other payments to staff within the policies and procedures of the provincial government and the *Financial Administration Act*.

- the provision of administrative services to ministry programs related to office accommodation, telecommunication, purchasing and vehicle management on an economical and timely basis.

- meeting the financial reporting, monitoring and control requirements of the central agencies of the provincial government.

Major Accomplishments

During 1986, the ministry assumed responsibility for five additional programs. In August 1986, BC Transit and the University Endowment Lands were added as responsibilities of the ministry. In November 1986, Safety Engineering Services, Office of the Fire Commissioner and the Provincial Capital Commission were also added. These programs increased ministry staff by approximately 360 employees, expenditures by approximately $185 million and revenues by approximately $7.5 million. The addition of these programs had a major impact on the Finance and Administration Branch in terms of its ability to meet the increased demand for financial and administrative services. In order to meet

these needs, specialized sections of the branch were developed and staffed. Over the period of several months, the new programs were successfully integrated into the financial and administrative structure of the ministry.

Activities

The addition of programs significantly altered the nature of the ministry in terms of geographic distribution, number of payment transactions, payroll transactions, revenue transactions and demands on administrative services. The following is a summary of the impact on branch activities.

Financial Operations: **Annual Transactions**

	Estimated Volume	Increase
General Suppliers	20,000	15,500
Employee Travel	5,000	4,700
Grants	3,500	0
Payroll	5,000	4,800
Revenue	139,000	138,500

Financial Planning and Analysis:

	Budget 1986–87	Budget 1986–87 Revised
CRF Expenditure	$230,661,241	$413,351,826
Revenue	$ 500,000	$ 8,000,000
FTE's	91	448

Facilities and Services:

	1986–87	1986–87 Revised
Office Locations	2	49
Vehicle Fleet	1	138

Forecasts

The 1987-88 fiscal year will present further challenges to the branch. With the addition of programs to the ministry, a number of areas for improvement have been identified, foremost of which is the need to develop ministry financial and administrative policies and procedures which will standardize practices for all programs and ensure compliance with the *Financial Administration Act* and related government policies.

Efforts to improve financial and administrative services through increased efficiency and effectiveness will continue throughout the next fiscal year.

COMMUNICATIONS

Budget: $315,043

Full Time Equivalents: 2

The Communications Branch advises and assists the minister, ministry executive and management team on matters related to public affairs. The branch informs and influences public, media and client groups on ministry policies and programs. An ancillary function of the Communications Branch is to administer the Provincial-Municipal Partnership Program. This program provides assistance to municipalities with regard to tax relief for new industry, economic development strategies and promotion.

The main objective of the branch is to improve widespread awareness and understanding of the ministry's purpose and its function. This is done through the planned execution of news releases, events, announcements, and the use of assorted media.

The branch is responsible for creating, administering and coordinating quality print, spoken and audio visual material. By providing fluent interpretations of ministry activities and programs the branch helps ensure positive media, public and client relations.

The branch provided editorial and production management services for audio visual presentations including a 15 minute production to increase voter turnout. Numerous speeches, news releases, publications, briefing and background materials were produced, and ongoing advice and assistance were proferred to branch directors on communications and public relations matters.

Provincial-Municipal Partnership Program

The Provincial-Municipal Partnership Program is based on the principal that provincial economic renewal will possess no long term stability unless it is firmly rooted in the province's communities and is, at least in part, a product of their own initiative. It is designed to foster a municipal contribution to local job creation without the direct application of subsidies or the erosion of municipal tax bases. It operates in three basic areas:

1. TAX INCENTIVES FOR NEW AND EXPANDING INDUSTRY: 50 to 100 per cent relief from municipal property taxes matched by a 50 per cent reduction in provincial non-residential school taxes for class 5 industry.

2. ECONOMIC DEVELOPMENT TOOLS FOR LOCAL GOVERNMENT: including funding for economic development strategies, officers and committees; promotional materials; studies, data banks, trade mission participation, etc. in close consultation with the Ministry of Economic Development's Community Economic Development Branch.

3. EDUCATION FOR LOCAL GOVERNMENT IN ECONOMIC DEVELOPMENT: the comprehensive development planning demonstration project and economic development seminars for local officials.

An important aspect of the program allows local governments to offer property tax relief to new or expanding industry. The application of tax relief is automatic once the agreement has been signed.

Planning, promotion and direct pursuit of investment are essential for the local government to act as an agent of economic development. The community's economic development strategy is 50 per cent funded by the ministry and is the first step in mobilizing toward self-directed economic development. Once the strategy is completed it acts as a game plan to guide the active pursuit of investment by the community. It should specify areas of economic potential, aspects of the community which need improvement if new investment is to be attracted and outline a program of pursuit. This strategy-making process should also serve as a catalyst to spark community involvement. Approximately 40 economic development strategy projects were funded this year.

The program also offers funding and assistance to the community in publishing promotional brochures aimed at investment audiences. During 1986/87 the ministry oversaw the production of 20 promotional brochures.

DEVELOPMENT SERVICES

Budget: $867,117

Budgeted Full Time Equivalents: 18

Responsibilities

The branch provides advisory and supervisory services, financial assistance and legislation for local government planning and development. It deals primarily with Part 29 and Part 21 of the *Municipal Act*, the *Islands Trust Act*, Section 11.2 of the *Resort Municipality of Whistler Act* and flood proofing provisions (Section 187) of the *Municipalities Enabling and Validating Act* (MEVA). Planning grants are provided from *Revenue Sharing Act* funds.

Major Clients

Professional planning advice and technical assistance is provided to:

- local government staff and elected officials;
- Municipal Affairs staff, ministry executive and from time to time the Minister of Municipal Affairs and MLAs;
- the Islands Trust and its Advisory Planning Commissions *;
- senior professional and management staff in other ministries;
- individuals, groups and associations interested in or involved in matters pertaining to planning and development - e.g. the Canadian Homebuilders Association, the Union of British Columbia Municipalities;
- resource development companies and their consultants.

Objectives

The general objectives of the branch include:

- the promotion of efficient and effective community development planning and the ongoing consideration of provincial interests in local decision-making;
- the development and promotion of a more comprehensive and cost-conscious approach to community planning, servicing and management of growth;
- the improvement of legislation, regulations and operating procedures to facilitate and manage growth and economic development; and
- coordination of policies and programs of local government and the Ministry of Municipal Affairs with those of other ministries and the private sector in major development projects.

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* refer to Islands Trust section of Annual Report for description of services performed by Development Services Branch staff in support of the Islands Trust Program.

Major Accomplishments & Activities

Local government support

In 1986-87, the implementation of Bill 62, the Municipal Amendment Act 1985, was a major focus of the branch. This legislation made major changes to local government planning and development control. Guides were prepared on new aspects of the legislation including rural land use bylaws and development permits. Existing guides on official community plans, land use bylaws, and advisory planning commissions were updated.

Also, while the branch normally maintains a high degree of direct contact with local-government clients, special efforts were made by planners to hold planning update meetings with staff and interested elected officials of each local government. These took place during the fall of 1986 through early 1987.

In the spring of 1987, a series of meetings were held with regional district and provincial agency staff to review the ministry's guidelines on the preparation of official community plans. These meetings, along with the update meetings, helped the branch priorize and focus its support services for local government planning. The status of planning programs was reviewed and, particularly for smaller communities, advice was given on a wide range of planning matters.

For the first time in about 10 years, a two-day planning workshop was held for regional district planning directors. Branch planners are in day-to-day contact with regional district planners providing an important communication link on common planning problems and solutions, but regional district planners do not have the benefit of such contact among themselves. The workshop provided such a forum for discussion of current planning issues. It was very well received and is likely to become an annual event.

Plans and Bylaws

The branch receives and processes official community plans and regulatory bylaws from regional districts and recommends on their approval, alteration or rejection. The branch also advises the Inspector of Municipalities on official community plans and implementing bylaws submitted by villages for registration.

During 1986-87, 517 land use plans and bylaws were approved by the minister or registered by the Inspector:

	1986–87	1985–86	1984
Lower Mainland local government Floodplain development (*Municipalities Enabling and Validating Act*, S. 187)	90	142	221
Regional Districts	256	285	382
Islands Trust	49	44	60
Resort Municipality of Whistler	12	19	26
Villages	110	118	79
Totals	517	608	768

Deregulation of *Municiplities Enabling and Validating Act* section 187 in 1985 continues to be effective in reducing the number of bylaws which have to be submitted to the ministry for approval. Also, as more official community plans are adopted by regional districts, fewer regulatory bylaws require the minister's approval. This is indicated by the declining number of regional district bylaws in the above table.

In addition to those requiring ministerial approval, most regional district and many municipal regulatory bylaws are reviewed by the branch and provincial ministries to ensure that provincial government interests are not adversely affected by their enactment. A simple referral system is used. This has proven to be a very cost-effective approach to keeping regional districts apprised of extensive provincial interest in the rural areas of British Columbia.

Planning grants

Planning grants provided under the *Revenue Sharing Act* assist local governments with their planning programs. Up-to-date plans and efficient approval systems help attract and facilitate development as well as guide public expenditure on services. By focusing the planning grant program on specific types of projects, provincial government objectives for community and rural planning can be achieved.

One such objective was to encourage greater integration of all factors affecting development in the community through an approach called Comprehensive Development Planning. This is a planning approach which integrates traditional land use and services planning with economic development planning and financial planning. Seventeen different projects were funded in 1986-87.

In 1986-87, funding was restored to pre-1984 levels. Continued emphasis was placed on projects attracting or supporting economic development and achieving cost savings through improved management of growth.

Planning Grant Summary 1985 - 1987

	1987	1986	1985
	$	$	$
Cities	432,430	281,950	215,250
Districts	596,620	448,081	295,350
Towns	92,100	32,000	24,650
Villages	299,844	99,264	100,500
Sub-total	1,420,994	861,295	635,750
Regional Districts	554,100	571,398	220,300
Grand-total	1,975,094	1,432,693	856,050

Resource Development Project Review

The objective of the branch regarding major resource development projects is to ensure that land and critical community services required by a project and its work force are provided in an expeditious and cost effective manner.

During 1986-87, even though more resource development proposals were under review than in previous years, they were for small metal mines with relatively small work forces. The impact of these could easily be accommodated under normal local and provincial government service programs.

Forecasts

As the 1986-87 fiscal year ended, work on technical amendments to Part 29 was nearing completion. Approximately 50 changes are anticipated to deal with errors, omissions and clarifications of the major land use legislation package enacted in late 1985. These technical amendments will require the preparation of supporting material.

Approval of planning grants for Comprehensive Development Plans will involve branch planners in active discussion with municipalities to assist them in implementing this new approach.

The enactment of the Islands Trust fund provisions raised interest in how this will fit into the overall Trust program. A detailed analysis of the fund program will involve not only staff assigned to the Trust, but branch and senior management as well.

Other programs of the branch will continue with emphasis placed on direct communication with our major client group - local governments.

POLICY AND RESEARCH

Budget: $469,819

Budgeted Full Time Equivalents: 8

Responsibilities

The Policy and Research Branch provides "policy development services" and "program services" to the ministry. Policy development is externally-oriented, or oriented toward the ministry's local government clientele. Chief responsibilities here include: a) urban systems policy; b) community development policy; c) legislation; and d) research. Program services is internally-oriented, that is, oriented toward the ministry itself. The branch's chief responsibilities with respect to program services include: a) program development and evaluation; b) management information; c) organizational analysis; d) program support, including administrative responsibility for the Board of Examiners established under section 879 of the *Municipal Act*; and e) executive support.

Major Clients

Policy and Research can be seen to have a dual clientele. In its function as a central policy unit, the chief client of the branch is the ministry itself. The work of the branch is meant to have a direct impact on ministry programs, operations and organization. In some respects, the branch even fulfils a consulting role in serving particular units within the ministry, organizational policy being a case in point. The local government system is the second main client of the branch, in that its work is partly designed to improve the legal and fiscal framework within which local governments function. From time to time, particular local government units are direct clients, this stemming from the stated community development role of the branch.

Objectives for 1986-87

The setting of specific, measurable objectives is a difficult undertaking, due to a central policy unit's need to be responsive to unpredictable events. Some elements of the 1986-87 work program responded to the current, unpredictable needs of the branch's clients. Other elements, however, arose out of a framework for the branch's policy and research efforts developed in 1982.

The major objectives at the outset of the 1986-87 fiscal year included:

- to conduct an efficient process for reviewing Part 24 of the *Municipal Act*, and to contribute technical analyses to that review;
- to contribute evaluations of selected programs;
- to ensure the soundness, relevancy, usefulness and timeliness of analytical assignments;
- to maintain adequate performance standards with respect to other assigned responsibilities.

Events during the course of the year caused a revision in priorities. The most significant event was the government's decentralization initiative, launched in November 1986.

Major Accomplishments

Branch staff provided research support for a continuing review of the legislation governing regional district operations. In addition, staff participated directly in the preparation of concrete legislative proposals. This work represents the first complete examination of Part 24 of the *Municipal Act* since 1965. A good deal of contact and communication with regional district officials took place on this topic, this resulting from the ministry's commitment to consultative policy development. Staff organized a number of regional district forums during the summer of 1986, and prepared seminar materials for the UBCM convention and for a special meeting of regional district administrators.

Consultation was also central to the branch's role in the decentralization initiative which was launched during the year. The initiative took shape first in the staging of the Premier's Conference on Decentralization in January 1987, and gathered form with the subsequent creation of the Provincial-Municipal Committee on Decentralization (PMCD). Branch staff played a key role in preparing for the conference, which brought together local leaders from across the province to discuss more than 40 issues of importance. Later, branch staff provided analytical services to the PMCD.

Program development and evaluation was a major focus for the year. A major evaluation of the Downtown Revitalization Program was conducted in conjunction with program administration staff. In addition, significant developmental efforts were made in connection with the local government restructure program: techniques of restructure analysis and systems for program administration received attention. Additionally, the branch assisted the ministry executive in a review of ministry mandate, program structure and operational philosophy.

Branch staff not only contributed to the improvement of techniques of local government restructure analysis but participated in several restructure projects themselves. This adheres to the branch's policy development philosophy of using experience in particular problems to shed light on general policy problems. Structure problems in Woss, Bowen Island and Cassiar were analysed.

The branch continued to be responsible for the administration of a number of programs. Most importantly, calculation of the distribution of unconditional grants under the Revenue Sharing Program was once again completed. A significant new program administration responsibility was inherited in January 1987, when the branch became responsible for day-to-day administration in support of the Board of Examiners (the Board reports separately in this volume).

The major research accomplishment in 1986-87 was the analysis of a survey of local service provision and cost recovery on Indian reserves adjacent to or within municipalities. A total of 24 municipalities were contacted for this purpose.

Activities

Overall, the branch's project inventory shows 50 significant assignments were completed during the year, this in addition to a substantial number of more routine and recurring assignments. The number of major projects declined significantly from the level achieved in the preceding year (approximately 75). This resulted from considerable staff turnover during the year, coupled with a long term vacancy among the senior analytical staff.

Forecasts

The branch's operating plan for the succeeding year should result in significant resources being devoted to:

- legislative planning and development, including, but not limited to, the development of new regional district legislation;
- corporate planning;
- improving productivity in the research sphere;
- supporting the government's decentralization initiative through the provision of research and analytical services to the PMCD.

The effects of staff turnover and an uncertain recruitment environment are expected to have a major influence on branch productivity in the coming year. Staff training will be a high priority, as will productivity enhancement through computer automation.

ORGANIZATIONAL POLICY

Budget: $61,500

Budgeted Full Time Equivalents: 2

Responsibilities

The Organizational Policy Branch was created in November, 1986, to coordinate the ministry's local government structure program. The branch serves both municipal and ministerial clients in the following ways:

- Community development projects. The branch examines the local and regional implications of provincially sponsored economic development projects; facilitates locally initiated local government restructures; helps resolve rural and inter-jurisdictional service delivery problems.

- Local government structural development. The branch encourages and facilitates structural change in local government throughout the province. The branch administers restructure grants under the Revenue Sharing Program.

- Policy development and program administration assistance. The branch initiates timely research and policy development, and supports other ministry branches which have complementary programs.

Major Clients

The main clients of the branch are local governments (municipalities, regional districts and improvement districts), the public (requesting general information on restructure options) and private sector consultants (engaged in restructure studies). Other branches of the ministry are also significant clients, especially Policy and Research, Administrative Services, Engineering, Development Services, Municipal Financial Services and the Improvement Districts Section. Client ministries include Transportation and Highways, the Attorney-General and Finance and Corporate Relations.

Objectives for 1986-87

The aim of the branch is to facilitate local government restructure to meet the needs of both local government and the province. Consequently, branch objectives can be grouped into external and internal categories.

Externally, the branch aims to educate the public regarding local government restructure, to guide restructure committees on incorporation, amalgamations and boundary extensions, to coordinate relations with other ministries in their restructure activities and to direct grants and other resources to appropriate restructure projects.

Internally, the branch intends to improve the quality of decision-making on restructures through better case reporting, to provide regular reports on restructure activity to ministry executive and staff, to involve other branches of the ministry in the restructure program and to coordinate the activities of other branches and other ministries in the implementation stage of rural service policy.

Major Accomplishments

For the use of its clients in local government, the branch prepared educational papers on restructure options regarding the village, the improvement district and specified areas. It also drafted a detailed guide to the restructure program and technical guidelines for the resolution of inter-jurisdictional disputes. Staff visited 15 communities to gain first hand knowledge of local structure problems and worked on model restructure reports to improve its advisory capability. The branch prepared a restructure program description for the Ministry of Transportation and Highways and laid the groundwork for a restructure partnership with other ministries. It also worked with other ministries to restore restructure financial assistance and managed a $1 million increase to Part X of the *Revenue Sharing Act* allocated for restructure assistance.

For ministry clientele, the branch prepared major reports on local government structure problems in the Port Moody/Anmore area and Comox Valley. It worked with Policy & Research Branch on a restructure management information system and established links with other branches. The branch joined Development Services in offering a seminar, and joint field trips were undertaken to the Okanagan, Northwest and Fraser Valley. The branch also worked with Policy and Research on revisions to regional district legislation relating to rural services.

Activities

The following tables illustrate restructure program activity for the past year. The branch conducted three preliminary boundary extension studies and four preliminary incorporation studies under the first stage of the program. Stage two occupied a majority of staff time. The most important work was initiating the creation of the Fort Nelson-Liard Regional District. The branch also completed ministry-initiated restructure reviews for Port Moody/IOCO, Cassiar and the Comox Valley. A study was initiated for Terrace/Thornhill. Efforts were made to resolve two inter-jurisdictional disputes in Oliver/South Okanagan Local Improvement District (SOLID) and Osoyoos/SOLID. In addition, there were a number of locally initiated incorporation studies. Two restructure projects were nearing completion by the fiscal year end: a boundary extension to bring the community of Huntingdon into the District of Abbotsford and a bill to abolish the Greater Campbell River Water District. Finally, six communities continued to receive restructure assistance under stage four of the program.

Restructure Program Activity April 1, 1986 to March 31, 1987
TOTALS

i = incorporation	9
b = boundary extension	9
a = amalgamation	3
mr = Ministry initiated restructure review	7
rd = regional district restructure	1
	29

Project	Stage One Preliminary Study	Stage Two Implementation Study	Stage Three Legal Implementation	Stage Four Restructure Assistance
1. Fort Nelson-Liard		rd		
2. Port Moody/IOCO		mr		
3. Langford		i		
4. View Royal		i/a		
5. Lantzville		i		
6. Campbell River			mr	
7. Comox Valley		mr		
8. Woss		i		
9. Cowichan Valley	b			
10. Ganges	i			
11. Terrace/Thornhill		mr		
12. Hazelton/Two Mile	b			
13. Hazelton/Gitanmaax		b		
14. Houston	b			
15. Oliver/SOLID		mr		
16. Osoyoos/SOLID		mr		
17. Abbotsford/Huntingdon			b	
18. Kamloops				a
19. Kelowna				a
20. Williams Lake				b
21. Metchosin				i
22. Metchosin/Happy Valley		b		
23. Qualicum Beach		b		
24. Colwood				i
25. Cassiar		mr		
26. Sechelt				b
27. Sicamous	i			
28. Sointula	i			
29. Clearwater	i			
	7	14	2	6=29

Forecasts

The provincial budget for 1987-88 signalled the province's intention to increase cost-recovery in rural areas. This involves an increase in the *Taxation (Rural Area) Act* levy from $1.40 to $1.70 (effective 1988) and an increase in the minimum tax payable from $200 to $350 (effective 1987). These adjustments will encourage rural communities to consider the advantages of local government.

With current economic conditions, the related desire for economic development and the reality of fiscal restraints, it is expected that the branch will play a role in improving the efficiency of local government structure.

PERSONNEL SERVICES

Budget: $216,496

Budgeted Full Time Equivalents: 5

Responsibilities

The mandate of the Personnel Services Branch is to assist ministry management in selecting, allocating and maintaining a competent work force and to see that the necessary controls are in place for effective management of staff within government personnel guidelines.

In order to do this, the Personnel Branch assists directors and managers and provides advice on all matters relating to recruitment and selection of staff, appraisal systems and labour relations in the work place, accident prevention, benefit administration, classification of positions, organization design and employee counselling.

The Personnel Branch administers its responsibilities within a government-wide framework of policies under the *Public Services Act*. The ministry has delegated authority to make appointments to the public service and to classify most positions as well.

Major Clients

The branch serves the executive and management of various branches of the ministry seeking assistance and advice on a range of personal activities, the central Government Personnel Services Division, employees of the ministry and the general public seeking employment with the ministry. The branch delivers its program through personal contact by staff with those seeking branch services. Client groups are located in more than 40 locations in the province where the ministry maintains offices.

Objectives for 1986-87

As a result of the five-fold increase in the size of the ministry since August 1986, a major effort has been put forth to quickly put into place a Personnel Branch with the resources and expertise capable of servicing the greatly expanded organization. Major emphasis will be in the areas of developing and improving ministry personnel policies, procedures and systems.

A major development which had an impact on the recruitment practices throughout government was the passage of the new *Public Services Act*. The act allows members of the general public appeal rights on out-of-service competitions. Procedures are being developed to provide adequate notification to out-of-service applicants for positions.

The branch worked toward the objective of producing reliable, timely, personnel and leave management information with distributed access to managers in line programs.

In training, the objective was to ensure general purpose training for both job-specific and career enhancement was made available as required on a best-use basis.

Major Accomplishments

For the use of the ministry executive and program managers, automated organization charts were developed to depict program reporting relationships. Work is continuing on producing organization charts depicting position reporting relationships throughout the ministry.

Information was collected on a number of personnel activities. The branch now has a personnel management system. Work began on a leave management system. Information on a variety of personnel activities is now available to the ministry executive and steps are currently being taken to provide for access to most of this information by program managers.

A number of internal measures have also been taken to streamline the existing systems, making it easier to obtain information relative to our needs.

Activities

Personnel activities were at a very low level due to the small size of the ministry prior to reorganization. Most activity occurred in the last three months of fiscal year 1986-87.

	1986-87	1985-86
Staffing Actions	16	4
Position Reviews	6	3
Grievances Processed	1	0
Staff Training Requests Approved	42	30
Terminations Processed	13	6

Forecasts

A major item to be dealt with in the next fiscal year is the development of a ministry leave management information system. A major challenge will be to ensure that the ministry system will be compatible with the Corporate Leave Management System.

The continuing reduction in staffing levels (FTE) for individual programs creates an ongoing need for reassessment of position and organization structures in order to cope with scarce staffing resources.

INFORMATION SYSTEMS

Budget: $481,397

Budgeted Full Time Equivalents: 1

Responsibilities

The Information Systems Section was formed and staffed during the fourth quarter of 1986-87 to provide support and assistance to all areas of the ministry for systems-related activities. In addition to the support role the section plays, it also has responsibility for determining and applying systems standards and procedures required to comply with the Information Systems Management Framework and to maintain the best use of systems-related technologies. Prior to the formation of the section, the ministry contracted with the BC Systems Corporation and private sector suppliers for part-time support and development.

At the beginning of 1986-87, and prior to the government reorganization, the ministry used a combination of one Hewlett-Packard mini-computer, IBM compatible micro computers and the BCSC host to accomplish its information systems requirements. During this time, there were 19 in-house Hewlett-Packard computer users using two applications, the Municipal Financial Information System and word processing. The major micro-based application was the financial accounting package GMACS (Government Management Accounting and Control System) and the major BCSC host application was the Municipal Debt System.

Following the government reorganization, the section took on the technical and application support of the Safety Management group of systems running on a second Hewlett-Packard mini-computer located in the Vancouver office of the Safety Engineering Services Headquarters. This new division's applications, coupled with four new Victoria-based users, expanded the total ministry Hewlett-Packard users to 48 by the end of the year. The BCSC host applications were also expanded to include the Provincial Fire Statistics System as part of the ministry's new responsibility for the Office of the Fire Commissioner.

Major Clients

All ministry programs are clients of the section. The degree to which program areas are supported varies with their use of information systems. The major clients are the Safety Engineering Services headquarters, the Municipal Financial Services Branch, the Financial and Administration Branch and the Personnel Services Branch. The remaining ministry programs receive support on an as-requested basis.

Objectives for 1986-87

The major objective of the section in 1986-87 was the development of a technical and support organization capable of meeting the information systems requirements of the expanded ministry. Other objectives included the formation of an executive level Information Systems Steering Committee, the redevelopment of the Municipal Financial Information Systems, and the expansion of office automation products.

Major Accomplishments

The major information systems-related accomplishments include:

- the formation of the Information Systems Section;
- the completion of a revised information systems plan which documented the information systems requirements of all program areas in the reorganized ministry;
- the conversion and implementation of the Municipal Statistics publication; and
- the selection of two corporate information systems, the Pathfinder Personnel System and a Hewlett-Packard electronic mail package.

Forecasts

Further development of computerized systems will be necessary in order to respond in a timely manner to government initiatives.

ISLANDS TRUST

Budget: $160,000

Budgeted Full Time Equivalents: 0

Responsibilities

The Islands Trust was established by the *Islands Trust Act* in 1974, following an all party special committee review of the unusual problems facing the islands and waters between the mainland and the southern half of Vancouver Island. The act states that the object of the Trust is " . . . to preserve and protect, in cooperation with municipalities and the government of the province, the Trust area and its unique amenities and environment for the benefit of the residents of the Trust area and of the Province generally." This unusual mandate was assigned to the Islands Trust in recognition that development pressures arising from proximity to the province's major urban centres were damaging the very amenities and features which make the islands so attractive to island residents and tourists.

The Islands Trust carries out it's objectives by three means:

1. Within the Trust area, the Islands Trust has the community planning and land use regulation authority of a regional district. The Trust is not, however, responsible for building and health inspection, or other non land-use related services provided by regional districts and improvement districts.

2. The Trust advises the Lieutenant-Governor in Council with respect to its mandate and works with other agencies.

3. Recently, sections of the act were proclaimed which permit the Islands Trust to hold lands and funds.

There is a General Trust Committee for the entire Islands Trust area (some 5,000 square kilometres including approximately 500 islands) which considers land use planning and general policy matters affecting more than one designated group of islands, the Trust area as a whole, or islands not in a designated group. Three general trustees make up the General Trust Committee. These trustees are also members of each five-member local trust committee. The general trustees are elected from among the 26 local trustees, one as Chairman and the other two as Vice-Chairmen.

There is a local trust committee for each of 13 groups of designated islands. The main island of each of the 13 groups is listed below with the bracketed number indicating associated islands.

Bowen (5)	Hornby (2)	Saturna (12)
Denman (5)	Lasqueti (24)	South Pender (2)
Gabriola (18)	Mayne (2)	Thetis (15)
Galiano (10)	North Pender (26)	
Gambier (24)	Salt Spring (28)	

Each designated island group elects two local trustees, who serve two-year terms. They serve as members of the five-member local trust committee for that island group. The local trust committee is responsible for all local planning, e.g., zoning, community pans and local policy. Each trust committee is advised on planning matters by an advisory planning commission.

All 26 trustees meet to consider a wide range of subjects of more than local importance at an informal quarterly two-day meeting known as the Trust Council.

Staff of the Development Services Branch of the Ministry of Municipal Affairs are assigned to carry out the program for the Islands Trust and provide administrative support to the Trust office in Victoria.

Major Clients

The clients of the Islands Trust are specified by the act, which states that the Trust is to "preserve and protect" the Trust area "for the benefit of the residents of the Trust area and the province generally". It is a reflection of the dual clientele of the Trust that its operations are funded both by taxation of island property owners and provincial general revenue. The total costs of the Islands Trust operation is difficult to determine, in that many of the operating expenses are shared with the ministry generally. During the 1986-87 fiscal year, the estimated cost of the Islands Trust was approximately $450,000, with $160,000 of this going to support the remuneration and travel expenses of trustees and the costs of their meetings, and the remaining $290,000 going to staff and office costs. Of the attributable costs, approximately $195,000 was raised through local taxation.

Objectives for 1986-87

General Affairs

In the 1986-87 fiscal year, objectives of the Islands Trust included:

- to carry on with the program initiated in the 1985-86 fiscal year, of developing model bylaws and preparing and publishing position papers on various issues for the approval of the Trust Council. The models and papers provide technical and legal resources for local trust committees, and recommend approaches to various issues, but do not represent the policies of any local trust committee. (The *Islands Trust Act* provides that each local trust committee has the sole authority to development land use regulations for its area);

- to monitor bylaw and permit approval procedures introduced in 1985-86 and amend these as necessary;

- to improve public awareness of the Islands Trust and the Trust Object.

Local Affairs

One aim of the local trust committees is to guide land use and development within the Trust area so that it is consistent with and supportive of the legislated object of the Islands Trust, while providing for the maximum possible input from residents and property owners on these matters.

A second aim of the committees in local affairs is to ensure that appropriate development on the islands receives the necessary land use approvals as expeditiously as possible.

Major Accomplishments and Activities

General Affairs

As part of its model bylaw and position paper program, the Islands Trust initiated work on a model land use bylaw. The model will include zoning, parking, screening, sign and subdivision regulations in one bylaw, and will employ tables as a means of explaining information. The model will receive substantial technical and legal review and it is hoped that it will provide a useful resource for local trust committees to improve the overall quality of their regulatory bylaws. In addition, two position papers were published, entitled *The Regulation of Home Occupations in the Islands Trust Area* and *The Regulation of Bed and Breakfast Businesses in the Islands Trust Area.* Work commenced on a position paper on the planning and regulation of aquaculture development in the Islands Trust area.

The Islands Trust completed work on interpretation of its objective, leading to publication of a paper entitled *The Object of the Islands Trust: Renewing the Consensus*. Two areas of mutual interest with other agencies were pursued. The Trust initiated contact with the Highways Branch of the Ministry of Transportation and Highways regarding appropriate road standards for island needs. The Trust also participated in a study initiated by the Lands Branch of the Ministry of Forests and Lands on areas appropriate and inappropriate for salmon farms in the Trust area. Work on both these matters will continue in 1987-88.

The Islands Trust also completed a pilot study on Salt Spring Island. The study examined the appropriate uses, including watershed, recreation and residential use for a large area of private forested land. The intent of the study is to assist the property owner and the trust committee to develop a plan for the area which would maximize the benefits for both the community and the developer. It is hoped that the techniques can be used on other islands in future.

The new bylaw approval and bylaw enforcement procedures appeared to be working well. Monitoring will continue in the 1987-88 fiscal year.

Copies of the video on the Islands Trust produced in 1985-86 were placed on each island and contact was initiated to have it shown on television as a means of raising the Trust's profile.

In March 1987, the Islands Trust was pleased to learn that the Lieutenant-Governor in Council had proclaimed sections of the *Islands Trust Act* which permit the Trust to accept and hold land and money as a means of carrying out its legislated object.

Local Affairs

The following table outlines the level of activity related to the plans and plan implementation in the Trust area undertaken by the local trust committee in 1986-87.

	1986-87	1985-86
Local Trust Committee Meetings Held	36	39
General Trust Committee Meetings Held	12	14
Bylaws Adopted (Section 8)	75 (51)	48 (47)
Bylaws in Process at Year End	59	49
Public Hearings Held	27	24
Subdivision Approval Applications Reviewed	91	91
Crown Lease Applications Reviewed	72	57
Siting Permit Applications Reviewed (for Hornby and Denman Islands only)	28	33
Agricultural Land Reserve Development Applications Reviewed	21	19
Development Permit Applications Received	19	30
Board of Variance Applications Received	34	31
Development Variance Applications Received	19	4
Temporary Commercial and Industrial Use Permit Applications Received	1	
Rezoning Applications Received	27	
Bylaw Enforcement Complaints Investigation	22	

Forecasts

In the coming year, a priority for the Trust will be to develop, in consultation with the Ministry of Municipal Affairs, goals, policies and procedures to guide the use of the recently proclaimed sections of the *Islands Trust Act* dealing with the holding of land and funds.

Work on the completion of the draft model land use bylaw and position papers for Trust Council approval will continue to be a focus of activity.

It is also expected that the Trust will be turning its attention to appropriate regulations for the smaller, undesignated islands and surrounding waters.

UNIVERSITY ENDOWMENT LANDS

Budget: $2,908,943

Budgeted Full Time Equivalents: 85

Responsibilities

The mandate of the University Endowment Lands is to administer the subdivided area of the University Endowment Lands (UEL) and provide a complete range of local government services to the residents. The residents pay for the provision of these services through a combination of local taxes and user fees. The authority for this administration is set out in the University Endowment Lands Act and Regulations.

The UEL provides fire protection, fire prevention, ambulance and rescue services to the university Endowment Lands and to the University of British Columbia (UBC).

Major Clients

The municipal programs are directed at residents, architects, builders and property owners. These programs provide a complete range of municipal services including plan checking, building and plumbing permits, inspections, maintenance of all utilities, maintenance of roads, sidewalks and landscaped areas.

The UEL fire department provides fire protection, fire prevention, basic ambulance service, response to hazardous material spills and other emergencies within the UEL and the UBC Campus. The area protected has a real value in excess of $1.6 billion. It has over 6.5 million square feet of developed buildings and a peak population of 42,000. Response is based on minimum national fire protection standards of two engine companies, one aerial ladder company and an on-call command officer. The department responds to approximately 1000 emergency calls (which include inhalator, fire, special service and false alarms) per year.

Objectives for 1986-87

The UEL set five objectives for 1986-87:

- to complete the residential street lighting system and replace the original (1915) system with one suitable to the area;

- to complete a study of the streets and utilities of the UEL and prepare a multi-year capital improvement program to ensure timely, cost effective improvements are undertaken to minimize future expenditures;

- to complete a community plan and development regulations for the UEL that reflect the residents desire to maintain close control over re-development of residential properties and encourage the development of the commercial area;

- to upgrade the fire prevention program through increased numbers of building inspections, fire alarm upgrading, involving the community in the "Plan to Get Out Alive" and "Learn Not To Burn" programs, fire hall tours and lectures;

- to upgrade response to hazardous material incidents through additional training and provide, in cooperation with the UBC, a hazardous material spill response course.

Major Accomplishments

The fire department developed new procedure manuals, operating procedures and introduced a new fire command system which will provide a better response to all emergencies within the community.

Hazardous material spill response courses were presented jointly by the UEL Fire Department and UBC. These courses were attended by over 140 faculty, staff and associated users. These courses were well received and will be an ongoing part of our public safety program.

Several meetings were held to discuss preliminary drafts of the community plan. Copies of the plan were distributed to all property owners and public meetings were held to encourage public input. The final draft will incorporate suggestions received at these meetings, written submissions, survey results and input from the local ratepayers executive.

Forecasts

Over the coming year the fire department will seek to amalgamate dispatch services with UBC. When this has been completed the department will continue to upgrade the fire prevention and public safety programs with no additional staffing.

All services and fees will be reviewed to improve cost recovery. Regulations will be amended to increase permit and licence fees to the level charged by surrounding municipalities.

APPENDICES

APPENDIX 1 - LOCAL GOVERNMENT IN BRITISH COLUMBIA: A DESCRIPTION OF THE MINISTRY'S LOCAL GOVERNMENT CLIENTELE

British Columbia's local government structure consists of incorporated municipalities (cities, towns, villages and districts), regional districts, improvement districts and special purpose districts such as school districts and regional hospital districts. The Ministry of Municipal Affairs is responsible for legislation pertaining only to municipalities, regional districts and improvement districts. School districts are incorporated under the *School Act* and regional hospital districts are incorporated under the *Hospital District Act*.

Over 84 per cent of the population of British Columbia and about 0.5 per cent of the total area of the province is incorporated municipally into cities, district municipalities, towns and villages. As of March 31, 1987, there were 38 cities, 47 district municipalities, 12 towns and 47 villages. Regional districts are a different form of local government and are organized to cover nearly the entire province. There were 28 regional districts as of the date of record with only one area, the isolated northwest corner bordering the Alaska panhandle, not within a regional district. There are also 328 improvement districts throughout the province. In addition, there are 75 school districts and 28 regional hospital districts in the province.

LOCAL GOVERNMENT ORGANIZATION

Municipalities, regional districts and improvement districts have unique organizational characteristics. The structure of each is outlined below.

Municipalities

Under the *Municipal Act* the Lieutenant Governor in Council can, upon the recommendation of the Minister of Municipal Affairs, incorporate the residents of any area into a municipality by letters patent. If the population of an area does not exceed 2,500, the area is incorporated as a village; if the population exceeds 2,500 but not 5,000, it is incorporated as a town; and if the population exceeds 5,000, it is incorporated as a city. If the local area which is to be incorporated as a municipality exceeds 800 hectares and has an average population density of less than five persons per hectare, the area is incorporated as a district municipality (Section 20). In practice, these rules are treated as guidelines rather than as rigid requirements.

The City of Vancouver, the Resort Municipality of Whistler and the Islands Trust are incorporated under their own acts. Whistler, the Islands Trust and the City of Vancouver are all incorporated separately in recognition of their special planning, development and management needs. The University Endowment Lands are managed by the province under the *University Endowment Land Act*.

Council is the governing body of the municipal corporation and the custodian of its powers, both legislative and administrative. It is a continuing body, notwithstanding changes in membership by election or appointment (Section 214).

Council develops policies, adopts bylaws or resolutions based on these policies and then ensures that they are executed by the administration.

The council is composed of a mayor and aldermen that are directly elected by the electors at large. The *Municipal Act* sets down general rules for council size (Section 208). A city or district municipality having a population of more than 50,000 shall have a council consisting of a mayor and eight aldermen. A quorum would be established with five members. The council of any other city or district municipality shall consist of a mayor and six aldermen. A quorum would be four members. The council of a town or village shall consist of a mayor and four aldermen, with a quorum established with three members. The term of office for both mayor and council is two years.

The mayor is the head of council, the presiding officer at council meetings and the chief executive officer. Municipalities have a choice of administrative structure. They have a option of appointing a municipal manager or administrator. Most municipalities use the council- administrator form of government as council appoints the administrator and also has the ability to prescribe his/her powers, duties and responsibilities subject to the *Municipal Act*. In addition to the municipal manager or administrator, municipalities appoint a treasurer and a clerk. Both the clerk and treasurer have duties and powers prescribed by council in addition to powers, duties and responsibilities as set out in the *Municipal Act*.

The *Municipal Act* delegates power to incorporated municipalities over almost every aspect of local affairs. An important function of municipalities is to levy and collect real property taxes. The municipalities collect taxes for other structures of local government in addition to their own, such as regional districts, some improvement districts, school districts and other special purpose bodies. In addition to their taxation power, municipalities have the power to pass bylaws concerning a wide range of matters, which are summarized in Figure 1.

Figure 1. Municipal Functions

Service Category	Services Provided
General Government Services	• Legislative • General Administration
Protective Services	• Policing (for municipalities with a population of 5,000+) • Fire protection and control • Building inspection service • Emergency measures (shared with the province)
Transportation Services	• Roads, storm sewers and sidewalks • Drainage ditches • Snow and ice removal
Environmental Health	• Garbage and waste collection and disposal
Public Health and Welfare Services (Welfare services provided by the province)	• Public health
Environmental Development Services	• Community planning and development • Land use control/zoning
Recreational and Cultural Services	• Parks and playgrounds • Recreation facilities • Community services
Fiscal Services	• Debt charges • Transfers to own accounts and funds • Unconditional and conditional transfers to other governments and their agencies
Utilities	• Water utilities • Sewer utilities

Note: In addition to the statutory powers listed above, and which are granted outright, municipalities have powers which can be exercised with the permission of the minister. These include electrical distribution, telephone services and transit services.

Regional Districts

In 1965, legislation was introduced which created regional districts and therefore made it possible to provide both upper-tier services (such as sewage and water treatment) to built-up areas and lower-tier services (such as parks and recreation) to rural areas. Over the next three years 28 regional districts were incorporated, covering the greater portion of the province. Municipalities, while being made members of regional districts, maintained their existing local government structure. Non-municipal areas within a regional district are divided into electoral areas.

Each district is governed by a regional board of directors. The board is composed of directors that are elected in the electoral areas, and directors appointed by municipal councils from members of council. Electoral area directors are elected for two years and municipal representatives are appointed annually by the councils.

A chairman is elected annually from among the members of the regional board and is the chief executive officer. In addition to the chairman, a secretary and a treasurer are appointed by the regional board. The secretary functions as would the clerk for a municipality and the treasurer functions as would the treasurer of a municipality. Also, a regional district board may appoint an administrator if deemed necessary.

The service powers of a regional district are set by provincial statutes or may be acquired by letters patent issued at provincial discretion. The regional board may also provide a service on a limited basis through a specified area bylaw initiated by the regional board. Each service of a regional district has a separate and distinct boundary for regulation and cost recovery purposes. The area in which a service may be performed ranges from a portion of an electoral area to the entire region, with or without the member municipalities. Regional districts are an umbrella under which a varying collection of services is provided, each within a separate boundary but all managed by a common board.

Regional districts provide: services and land-use regulation to unincorporated areas (optional); services to municipalities and unincorporated areas that are best done jointly (optional); and, access to the borrowing power of the Municipal Finance Authority (statutory). A comprehensive list of optional regional district functions and services is found in Figure 2.

Figure 2. Regional District Functions and Services as of March 31, 1987

SERVICE CATEGORY	NUMBER OF OCCURRENCES		
	SLP[1]	SAB[2]	Total
LOCAL SERVICES			
Recreation and Libraries	114	63	117
Fire Protection and Regulation	21	144	165
Street Lighting	7	109	116
Solid Waste Disposal	37	50	87
Water Supply and Distribution	12	70	82
Parks	36	15	51
Sewage Collection and Disposal	13	38	51
Cemeteries	12	2	14
EXTENDED SERVICES			
Nuisance Control*	104	1	105
Animal and Dog Control	14	5	19
Building Numbering	12	1	13
Soil Removal/Deposit Regulation	10	0	10
Emergency Programs	4	0	4
ADDITIONAL SERVICES			
Economic Development Commissions	24	0	24
Housing: Land Banking, Subdivision Development	19	0	19
Flood Control, Dyking, Drainage	3	12	15
Other	132	28	160
TOTAL	574	538	1,112

* Includes firearms regulation, noise control, weed control, fireworks regulation, unsightly premises, etc.

Footnotes:

1 Service established by Supplementary Letters Patent
2 Service established by Specified Area Bylaw

The powers of the regional boards vary between regions. In this way, the needs of the people in each region can be reflected and the regional districts can evolve function by function to suit the particular region. Although there are some statutory functions which the regional districts must perform, the region itself and its component members basically determine what the functions and services of the district are to be. This ensures coordination between the various parts of the regional district. Any member area of the regional district may or may not participate in any given function at its own option, and costs for a function are shared only by those who are participating.

Improvement Districts

Improvement districts are incorporated under the *Municipal Act* primarily to provide rural residents with a vehicle for supplying specific services to themselves and recovering costs from users. They usually provide a single service such as water or fire protection for a non-municipal community. However, some of these districts provide a number of separate local services.

Each improvement district is governed by a board of trustees who are elected by local residents for a 3-year term. Section 829 of the *Municipal Act* sets out the responsibilities of the trustees and the methods of their election. A board may or may not hire staff to administer the affairs of the improvement district.

Improvement districts have not been assigned functions by statute. The Lieutenant-Governor in Council may grant "objects that appear advisable and with powers deemed necessary to carry out those objects" (*Municipal Act*, section 824). Figure 3 outlines the wide range of permissive functions of improvement districts existing in 1987. Improvement districts do not have responsibility for local roads or for community planning. Overall, there are 26 different functions provided by 328 improvement districts.

Figure 3. Functions of Improvement Districts in British Columbia as of March 31, 1987

Function	Number of Districts with Function
waterworks	263
fire protection	86
irrigation	67
street lighting	43
drainage	39
garbage	32
parks and playground	29
dyking	20
sewerage	19
cemetery	7
community hall	7
ambulance	5
community recreation	5
electrical power distribution	5
lake level control	4
land improvements	4
mosquito control	3
water treatment	3
boat launching and parking	2
acquisition of land	1
dock and float facilities	1
health centre	1
housing	1
river bank protection	1
sidewalks	1
T.V. antenna	1
water quality monitoring	1

LOCAL GOVERNMENT FINANCING

Municipalities, regional districts and improvement districts employ different financing mechanisms. Each system is outlined below.

Municipalities

Municipalities obtain their revenues for general and utility purposes from these principal sources:

- property taxes (including grants-in-lieu of taxes);
- fees, charges and sales of services; and
- grants from other levels of government;
- other funds including revenues from own sources and other transfers.

In 1985 property taxation in all B.C. municipalities accounted for 49.4 per cent of the municipalities' general revenue. The federal and provincial governments and their agencies do not pay property taxes on certain of their properties but provide grants-in-lieu of taxes. Property taxes and grants-in-lieu of taxes combined accounted for 52.8 per cent of municipal revenues in 1985. With regards to real property taxation, B.C. employs a system of variable rate taxation. Under this system, each taxing body is required to set specific and not necessarily equal tax rates for each property class. However, within property classes, the rate of taxation does not vary. Therefore, the manner in which the property tax burden is shared among property classes is controllable through rate setting. Only municipal councils and the provincial government possess full power to determine the pattern by which the tax burden is shared among classes.

In addition to property taxes, transfers from other levels of government accounted for approximately 13.6 per cent (59 per cent general revenue and 41 per cent utility revenue) of 1985 municipal revenues. In this category, the provincial government, under the *Revenue Sharing Act*, provides a revenue sharing fund that allows for the sharing of provincial revenues with municipalities and regional districts.

Additionally, approximately 17.7 per cent (43 per cent general revenue and 57 per cent utility revenue) of municipal revenues were from fees and services. The principal component of this group was sales of services.

The "other funds" category comprises 15.9 per cent of municipal revenue (of that 2.3 per cent is for general revenue from services provided to other governments, 64.2 per cent for general revenue from own sources, 5 per cent for general revenue from transfers from other funds, 2.9% for utility revenue from own sources and 25.6 per cent utility revenue from other transfers).

Regional Districts

The annual cost attributable to each service is apportioned among the members (both municipal and elector area participants) of that service on the basis of

assessment. Regional district finance works mainly on a requisition basis. That is to say, regional districts bill costs directly to the members of the service rather than to residents. The members are then in debt to the regional district for the amount of the bill and, in turn, are authorized to levy amounts necessary to recover the requisition from residents. Regional districts are essentially removed from the taxation process by this system (in electoral areas, the provincial Surveyor of Taxes serves as the tax collector). Additional regional district revenue is derived from the sale of services and from provincial government grants for both capital and operating expenses.

Improvement Districts

Improvement districts have choices as to tax administration. They can choose to administer assessment, tax levying and tax services for all services themselves. Alternatively, with respect to fire protection and street lighting only, they may ask the Provincial Surveyor of Taxes to administer the tax system. Improvement districts use different approaches for financing capital works depending on if that work is fire protection and street lighting or other services.

SELECTED FINANCIAL STATISTICS FOR MUNICIPALITIES AND REGIONAL DISTRICTS

The following statistics are designed to illustrate the financial activities of municipalities and regional districts. Data is for the fiscal year of all local governments, January 1st to December 31st for 1985.

Assessment and Taxation

A major revenue source for municipalities in British Columbia is the real property tax, which over the past twenty years has increased from $172 million to $1.7 billion. Of the $1.7 billion, approximately 48 per cent is for school purposes and 52 per cent is for general municipal purposes.

In 1986, net taxable values for general municipal purposes in city, district, town and village municipalities totalled $90.3 billion, an increase of $1.7 billion over the previous year.

Tax Collection

Tax collection efficiency in municipalities is considered to be the primary indicator of administrative effectiveness as well as of the ability of the taxpayer to meet the municipal tax levy promptly. In 1985, approximately 95 per cent of the taxes levied were collected, up slightly from 1984. Although economic factors have a substantial effect on tax collections, municipal treasurers and collectors are to be congratulated for their continued effort in maintaining this high rate of tax collection.

For 1985 data, see the ministry publication, Municipal Statistics, 1985.

Revenues and Expenditures

Audited financial statements for 1985 indicate that British Columbia municipalities and regional districts continued to maintain a favourable financial position. Gross revenues from all sources (including collections for other governments) during 1985 equalled $2.69 billion, an increase of $41 million over 1984.

REVENUES

	1985 ($ Millions)	1984 ($ Millions)	Increase ($ Millions)
General Municipal Taxation	898	852	46
School Taxation	819	857	(38)
Contributions, Grants and Subsidies	291	289	2
Revenue from Own Sources	683	652	31
	2,691	2,650	41

Home owner grants increased by $5 million in 1985 to a total of $235 million. When this is offset against the school tax levy of $819 million, a balance of $584 million remains to be borne by the property owner.

EXPENDITURES

	1985 ($ Millions)	1984 ($ Millions)	Increase ($ Millions)
General Government	202	189	13
Fire Protection	152	146	6
Administration of Justice	205	195	10
Public Works	189	174	15
Sanitation and Waste Removal	96	90	6
Recreation and Culture	227	213	14
Education	819	857	(38)
Debt Charges	297	275	22
Capital Expenditures from Revenue	95	89	6
Other*	409	422	(13)
	2,691	2,650	41

* Includes public health, social welfare, utilities and contributions to reserves and other funds.

Reserves and Surplus

The total amount of statutory reserves, operating reserves and surpluses held in the accounts of all municipalities and regional districts at the end of 1985 was $1.2 billion. This represents 64 per cent of municipalities' and regional districts' total revenue, excluding school taxes. Of this total, $747 million is held in liquid form or in investments authorized by statute. A portion of the surplus is represented by arrears of taxes and other receivables.

Statutory reserve funds of municipalities and regional districts have again shown an increase over the previous year. At the end of 1985 these funds, held for a variety of purposes, amounted to $443 million, an increase of $47 million over the previous year. In addition, approximately $76 million was spent on capital works from reserve funds during the year 1985.

Summary of Five-Year Capital Expenditure Program

The programs submitted by municipalities and regional districts during 1986, and covering the five-year period ending 1990, continued to provide useful information and guidance, not only to the local government bodies involved, but also the ministry, other levels of government and various financial institutions. Review of these submissions and the constructive criticism offered by the ministry, where necessary, have led to a consistency in program format, proving beneficial to all concerned.

A summary of capital expenditure programs by years is provided in Table 2. Included in the "General" heading are all capital expenditures for roads, sidewalks, public buildings, recreational facilities, land and other capital projects not related to water or sewer systems. As in the past, municipal councils are attempting to finance a large portion of their capital works out of current operating and reserve funds, although the availability of federal-provincial loans and the infusion of capital funds via specific purpose grants have had a direct effect on this policy.

Borrowing

During 1986, councils and regional boards continued to meet a substantial demand for municipal services, and 107 loan authorization by-laws were approved by the Inspector of Municipalities and subsequently adopted by the local government body providing the service. Borrowing of $50,656,315 (Cdn) as summarized in Table 3 is $6,032,271 less than was authorized in 1985, due primarily to the decrease in sewer works. Completion of the various projects authorized will be phased over a number of years, and the demand for funds will follow the pace of construction. Included in the authorized borrowing is $3,236,575 in short term loans that are subject to a per capita limitation under the Municipal Act.

The Inspector of Municipalities is not required to approve the borrowing of the City of Vancouver and the metropolitan water and sewer boards. Such borrowing is, therefore, not included in Table 3.

Preliminary borrowing of an estimated amount of $11,528,830 was approved for local improvement works. A number of municipalities have established special improvement funds to finance local works; these have not been included in the figure for preliminary borrowing approval.

At December 31, 1985, debenture debt of $16,761,752 was guaranteed by the province under the *Municipal Act* (debt assumed from improvement districts by municipalities, formerly issued under the *Improvement Districts Assistance Loan Act*), the *Municipal Aid Act* and the *Greater Vancouver Sewerage and Drainage District Act*.

GUARANTEED DEBT - December 31, 1985

	$
Municipalities and Regional Districts* (excluding Vancouver)	6,500,752
Greater Vancouver Water District	342,000
Greater Vancouver Sewerage and Drainage District	9,919,000
	16,761,752

Total issued and outstanding debenture debt as at December 31, 1985, of all municipalities and regional districts, including the City of Vancouver, was $1,525,662,020.*

* For detail, see the ministry publication, Municipal Statistics, 1985.

The percentage of current revenue expended to service debenture debt (excluding debt for water and other utilities) increased to 7.38 per cent in 1985 from 7.30 per cent in 1984. The debenture debt of water and other utilities is serviced almost entirely by consumer charges and frontage taxes.

TABLE 1

Index of the Historical Relationships Between Provincial Personal Income, Building Permit Value, Local Population, Revenue and Debenture Debt (1961=100)

Year	Population	Total Revenue[2]	Building Permits[3]	Debenture Debt	Total B.C. Personal Income[3]
1961[1]	100	100	100	100	100
1977	163	666	843	306	669
1978	167	752	802	328	759
1979	170	827	1,060	366	865
1980	177	1,039	1,422	413	1,004
1981	180	1,276	1,713	455	1,173
1982	180	1,423	1,041	511	1,285
1983	181	1,445	1,078	562	1,349
1984	183	1,483	965	587	1,458
1985	184	1,506	1,055	591	1,558

[1] 1961 acts as the base year for this index table. Growth is measured in %. For example, the population for 1985 has grown by 84% from 100 (1961) to 184 (1985).

[2] Includes general municipal revenues, collections for other governments and revenues of regional districts and utilities.

[3] Information provided by Central Statistics Bureau, Ministry of Economic Development.

TABLE 2

Five-Year Capital Expenditure Program Summary by Year for all Municipalities (Including Vancouver)

CLASSIFICATION OF EXPENDITURES

	Water	Sewer	General	Total
	$	$	$	$
1987	61,329,956	69,319,238	482,495,067	613,144,261
1988	41,740,992	45,480,978	393,644,603	480,866,573
1989	38,646,896	42,279,294	338,488,835	419,415,025
1990	37,869,105	40,654,704	313,194,343	391,718,152
1991	48,631,723	51,967,851	327,512,301	428,111,875
Totals	228,218,672	249,702,065	1,855,335,149	2,333,255,886

PROPOSED SOURCE OF FUNDS

	General Revenue	Grants	Reserve Funds	Debenture Sales	Other	Total
	$	$	$	$	$	$
1987	131,834,795	57,937,015	217,373,895	154,641,667	51,356,889	613,144,261
1988	121,115,704	54,846,800	138,044,082	131,299,963	35,560,024	480,866,573
1989	111,256,482	52,793,770	113,369,872	111,668,145	30,326,756	419,415,025
1990	112,866,908	35,135,710	116,442,175	100,397,014	26,876,345	391,718,152
1991	114,140,950	42,169,382	117,567,474	121,580,869	32,653,200	428,111,875
Totals	591,214,839	242,882,677	702,797,498	619,587,658	176,773,214	2,333,255,886

TABLE 3
Borrowing Authorization, 1986

Purpose	Regional Districts	Cities	Districts	Towns	Villages	Total
	$	$	$	$	$	$
Waterworks	4,009,500	3,733,525	9,209,500	0	132,400	17,084,925
Sewers	3,782,000	3,868,400	2,136,600	474,000	345,500	10,606,500
Parks and Recreation	0	48,000	3,302,900	0	0	3,350,900
Civic Buildings	2,415,000	2,078,000	1,075,000	0	40,000	5,608,000
Equipment (including fire protection)	798,770	379,000	625,264	0	119,000	1,922,034
Other Tangible Assets*	2,251,635	4,377,596	3,889,225	950,000	615,500	12,083,956
Totals	13,256,905	14,484,521	20,238,489	1,424,000	1,252,400	50,656,315

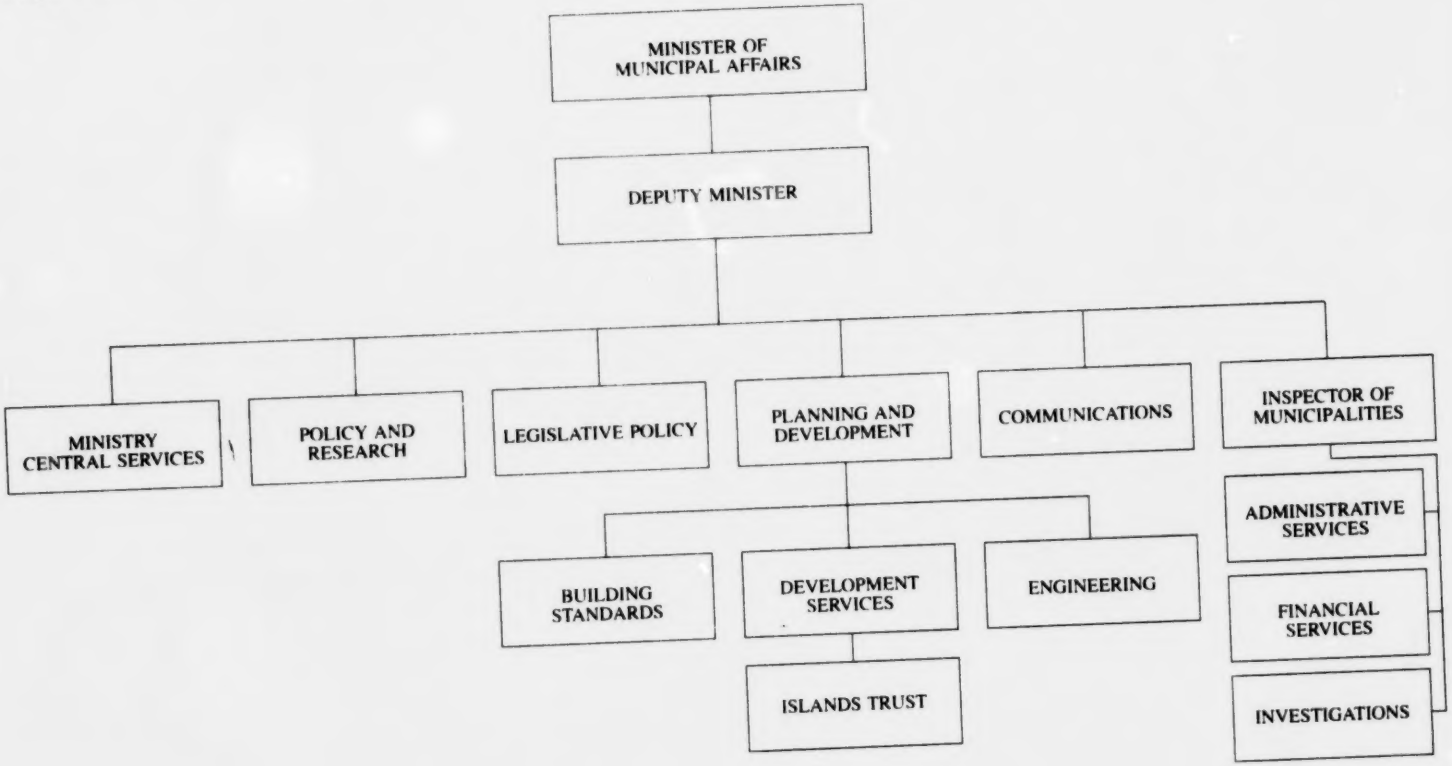
* Other tangible assets include land assembly, road improvement and sidewalks, and storm drainage.

APPENDIX 2 - EVOLUTION OF THE MINISTRY OF MUNICIPAL AFFAIRS

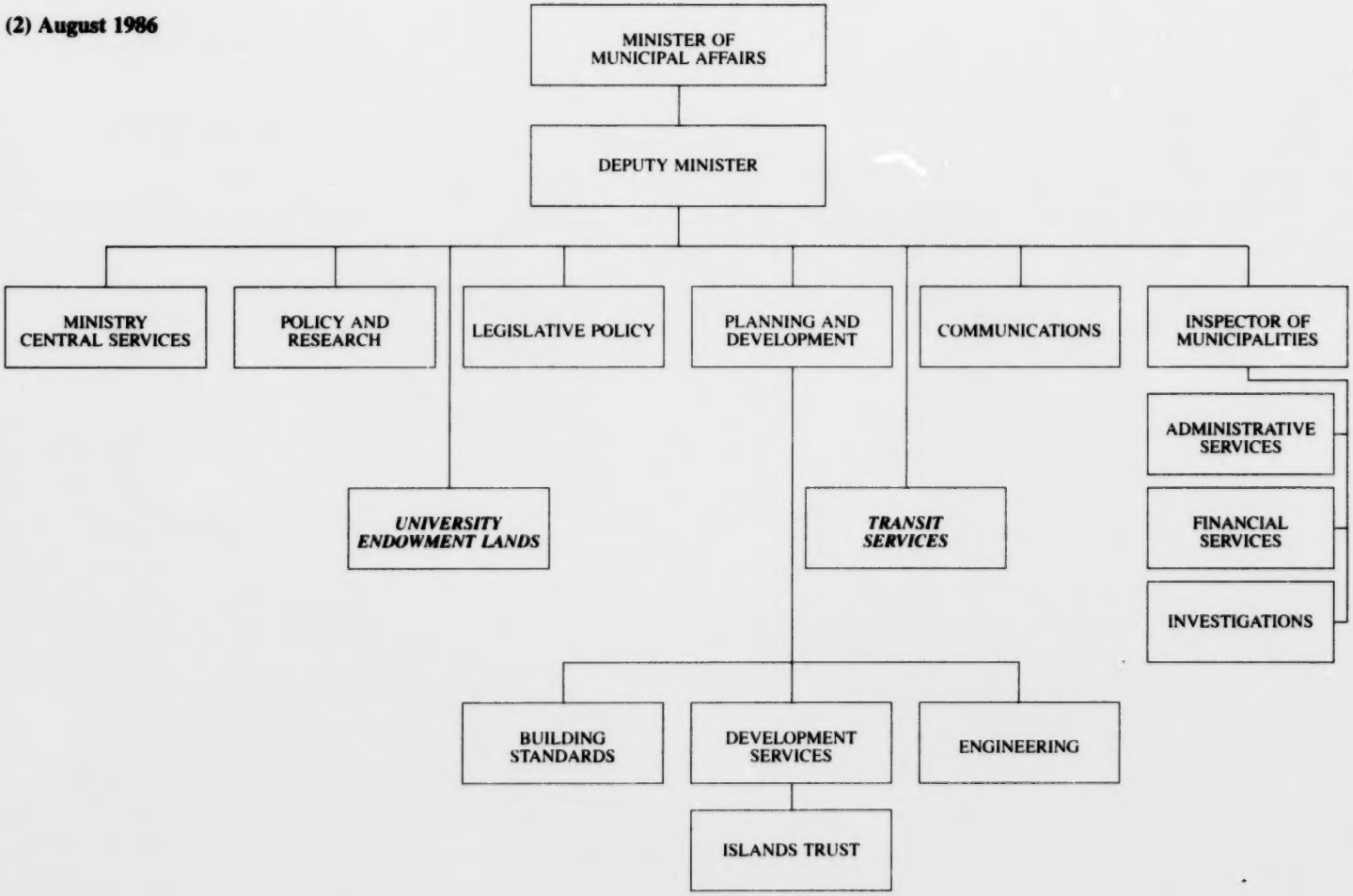
APPENDIX 2 — EVOLUTION OF THE MINISTRY OF MUNICIPAL AFFAIRS

The following charts represent the organizational changes in the Ministry of Municipal Affairs for the fiscal year 1986–87. Changes are ***italicized***.

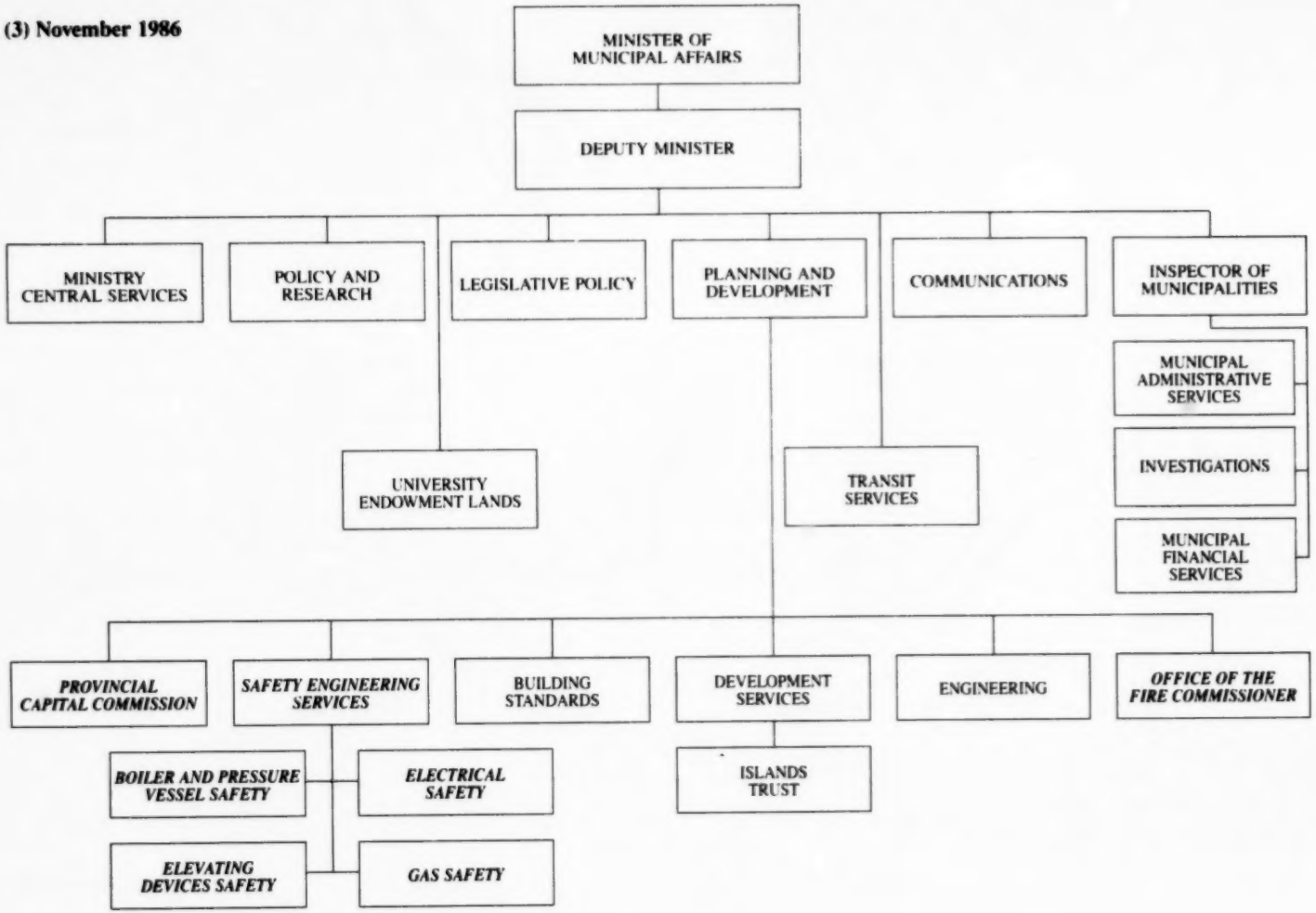
(1) April 1986



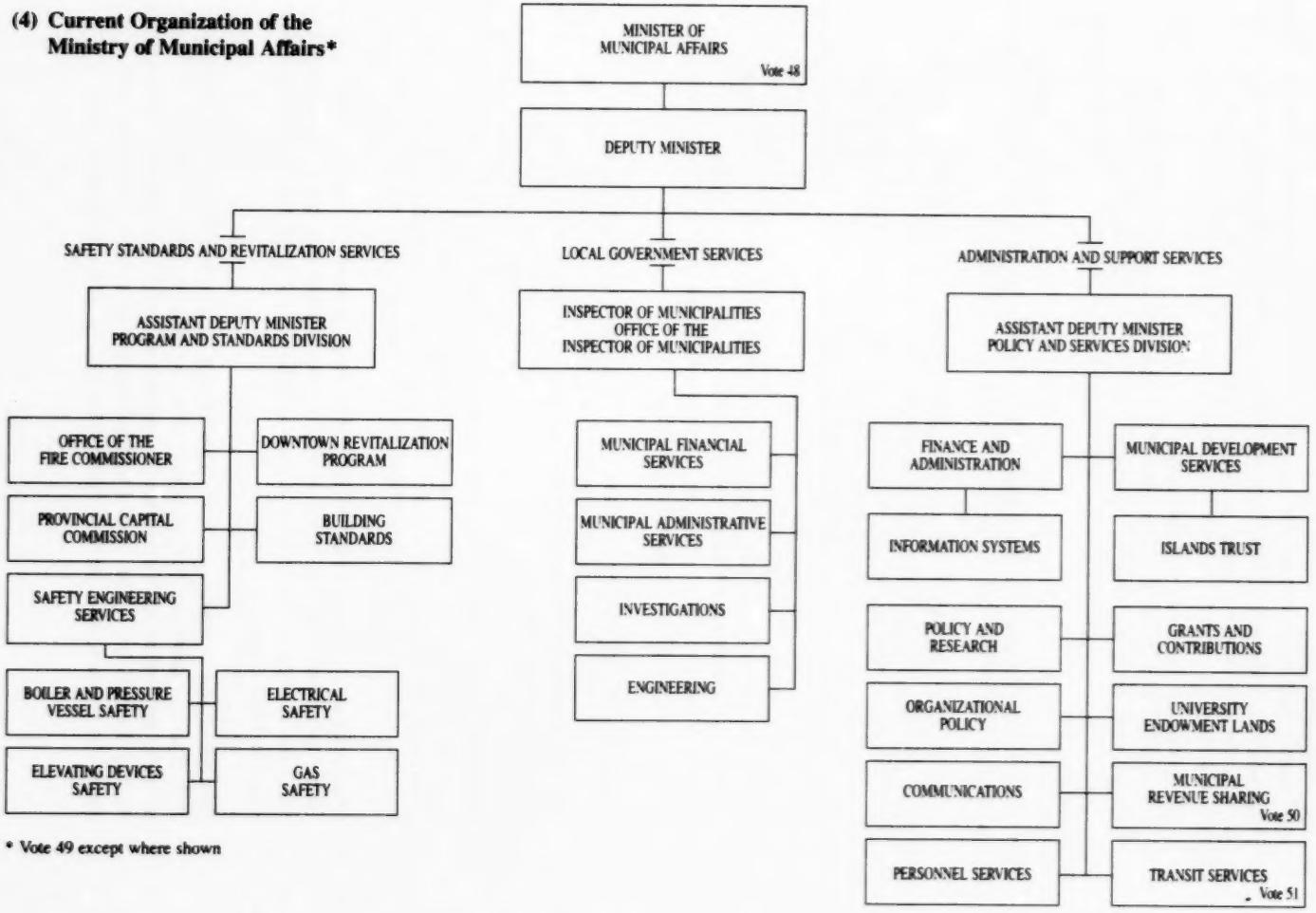
(2) August 1986



(3) November 1986



(4) Current Organization of the Ministry of Municipal Affairs*



* Vote 49 except where shown

APPENDIX 3 - REVENUE SHARING GRANT: PROGRAM DESCRIPTION

Revenue Sharing Fund

The *Revenue Sharing Act* of 1977 allowed the fund to be established from a fixed proportion of provincial general revenue. Each year the Fund receives the sum of:

- one point of personal income tax;
- one point of provincial corporation income tax; and
- six percent of a number of other provincial revenue sources.

Disbursement

The regulations pursuant to the *Revenue Sharing Act* govern the funding formulas of various grants under the program. They are as follows:

- Basic Grants (Part I) - A municipality is entitled to an annual grant between $40,000 and $80,000 depending upon its relative per capita assessment to the per capita municipal assessment of the province.

- Water Facilities Grant (Part II) - Grants are available to the municipalities and regional districts for the construction of water facilities. In 1983, a new formula was introduced, replacing the old. However, projects approved under the old formula are still being funded. Under the new formula one time grant, between 25 per cent and 50 per cent of the capital cost is provided for approved projects. The grant is limited to $2 million annually to any municipality or regional district.

- Municipal Highway Grant (Part V) - A municipality undertaking construction of major highways may qualify up to 50 per cent of the capital cost on approved projects. Total amount of grant in any year is limited to $15 million for Part V.

- Planning Grants (Part VI) - This grant is available to municipalities and regional districts for preparing or implementing official community plans or rural land use bylaws, economic strategy plans or comprehensive planning studies. Total funding under this part is limited to $3 million a year.

- Unconditional Grants (Part VIII) - The largest share of the revenue sharing fund (more than 40 per cent) is distributed under this part. A complex formula is used to determine a municipality's share of the total available amount each year.

- Restructuring Assistance (Part X) - Grants are available to municipalities and regional districts for incorporation, amalgamation, or substantial change in their boundaries. Total annual funds available for distribution under this part is $4 million. The grants are available for studies, policing assistance up to five years, per capita transitional grants and rural tax grants.

- Sewerage Assistance (Part XI) - Grants are available to the municipalities and regional district for the construction of sewage collection and disposal facilities. In 1983 a new formula was introduced, replacing the old. However, projects approved under the old formula are still being funded. Under the new formula, any approved project qualifies for 25 percent to 50 per cent funding of the capital cost. The maximum annual funding available for this part is $2 million to a municipality or regional district.

- Transmission Line Assistance (Part XII) - On approved projects, the cost of installing underground transmission line is shared equally between the municipality, the utility company and the province.

- Additional Grants (Part XIII) - Grants for water and sewer study are available to the municipalities and regional districts up to 100% for first $5,000, and 50 per cent for next $10,000 of the approved cost.

- Grant Stabilization Account (Part XIV) - Each year money from the Revenue Sharing Fund is set aside in this account to be used to stabilize the disbursement of unconditional grants from year to year. Complex formulas are used to determine the amount to be deposited in the account and also the allowable annual amount of withdrawal.

APPENDIX 4 - SUMMARY OF FIRE LOSSES IN BRITISH COLUMBIA, 1986

Last year, British Columbia had the lowest number of fire deaths in 33 years. Fifty-eight persons died and 343 were injured as a result of 7,667 fires in 1986, causing a total dollar loss of $109,834,964. The losses for the last eight years have been as follows:

Year	Number of Fires	$ Loss (Millions)	$ Loss (Millions) Adjusted for Inflation to 1981 Constant	Number Injured	Number Dead
1986	7,667	109.8	84.9	343	58
1985	8,285	131.9	105.3	398	60
1984	7,237	108.9	89.7	396	79
1983	7,724	131.7	112.9	404	83
1982	7,623	157.3	142.3	375	73
1981	7,023	115.7	115.7	244	76
1980	7,605	108.7	124.2	308	77
1979	7,655	105.9	132.4	444	125

The average loss per fire for the province in 1986 was $14,326 and the per capita loss was $38.41, down from $45.61 in 1985. There was an average of 2.68 fires for every 1,000 persons in British Columbia.

Fire Fatalities

Thirty-five men, 14 women, and nine children lost their lives as a result of fire last year. Four of these 58 deaths occurred on Indian reserves.

- 14 of the 58 fire fatalities (24 per cent) were over 60 years of age;
- four of the nine children that died from fire, were four years old or younger;
- 18 fire fatalities resulted from careless smoking (In 1985, the figure was 19, and in 1984, it was 32);
- at least 17 persons who died were impaired by alcohol, drugs or medication;
- four persons were killed as a result of arson or suspected arson;
- 15 persons who died from fire were asleep at the time of the fire.

Residential Fires

Thirty-three percent of fires were in one and two-family dwellings, resulting in total loss of $39.7 million. A further seven percent of the fires were in apartment buildings with a loss of $7.6 million. These two residential categories accounted for 40 per cent of the total number of fires and 43 per cent of the total 1986 fire losses in the province.

Fifty of the 58 fire fatalities, or 86 per cent, occurred in residential fires, including hotels and mobile homes. There were 30 fatalities in one and two-family dwellings and 15 in apartment buildings. The time period between 10 p.m. and 7 a.m. accounted for 22 of the 30 fire deaths in one and two-family dwellings, and six of the 15 fire deaths in apartment buildings.

The fire experience in one and two-family dwellings and apartment buildings indicates significant differences between the two groups. See chart below; asterisks highlight differences.

Comparison of One and Two-Family Dwellings and Apartment Fire Incidents

	1 & 2 Family Dwelling	Apartment Building
Total number of fires in property group	2,511	545
COOKING FIRES	686	131
As a percentage of all fires in property group	27.3%	24.0%
As a percentage of total $ loss in property group	10.3%	10.1%
Number of fatalities over total in property group	0/30	2/15
HEATING EQUIPMENT FIRES	593	20
As a percentage of all fires in property group	23.6%	*3.6%
As a percentage of total $ loss in property group	20.1%	*4.1%
Number of fatalities over total in property group	7/30	*0/15
SMOKERS MATERIAL FIRES	182	136
As a percentage of all fires in property group	7.2%	*24.9%
As a percentage of total $ loss in property group	7.8%	*42.9%
Number of fatalities over total in property group	11/30	5/15
ARSON FIRES	193	84
As a percentage of all fires in property group	7.6%	*15.4%
As a percentage of total $ loss in property group	9.9%	8.2%
Number of fatalities over total in property group	0/30	0/15

Heating equipment fires accounted for more than 23 per cent of the fires in one and two-family dwellings, but only 3.6 per cent in apartment building fires.

Of all heating equipment fires in one and two-family dwellings, more than 76 per cent were related to the use of solid fuel. The sources of ignition for these solid-fuel fires were:

Igniting Object	Fires	Injuries	Dead	$ Loss
Central heating unit	15	0	0	160,517
Space heater	83	5	3	1,079,511
Fireplace	136	1	0	781,732
Masonry chimney	125	4	4	1,446,548
Factory-built metal chimney	67	1	0	1,749,383
Flue connector	20	0	0	274,666
Heating equipment — other	6	0	0	24,263
1986 Total	452	11	7	5,516,620
1985 Total (for comparison)	610	19	9	9,044,084

The largest life-loss fire last year, in which four people lost their lives, was caused by a chimney fire in a poorly maintained masonry chimney serving a solid-fuel stove. It should be noted that the largest life-loss fire in 1985, in which six people lost their lives, was caused by an improperly installed venting system serving a solid-fuel stove. Both these fires occurred in small rural communities.

Smokers material accounted for about 7.2 per cent of one and two-family dwelling fires but 24.9 per cent for apartment fires.

The rate of arson in apartment buildings was twice that in one and two-family dwellings.

Educational Institutions

There were 62 fires in educational institutions in 1986 resulting in a loss of $1,310,613. The number of fires in schools peaked in 1979 when there were 125 fires which caused a loss of $9.3 million.

Almost 90 per cent of the fire loss in educational institutions was caused by set fires. This high percentage is consistent with previous years.

Automobile Fires

There were 2,102 automobile fires in British Columbia in 1986. These fires accounted for 27 per cent of the fires in 1986 causing a loss of about $4.3 million.

Large Dollar-Loss Fires

There were 24 fires in which the individual losses exceeded $500,000 each. Although they accounted for one third of one per cent of the total fires, they were responsible for $25.9 million loss, constituting 23.5 per cent of the province's annual dollar losses. Seven of the fires in this large loss category were a result of arson or suspected arson and caused a loss of $4.7 million.

Arson

Eleven hundred fifty-two fires out of the total 7,667 (15%) fires in 1986 were deliberately set, causing a loss of $17 million (16 per cent of dollar losses). In 1985, 1201, or 14.5 per cent of total fires were 'set' and caused a loss of $22 million (16 per cent of dollar loss).

The number of arson fires in 1986 was the lowest since 1973 when there were 1,092 arson fires. The percentage of arson fires over the total number of fires peaked in 1976 at 23.3 per cent.

Three hundred eighty-nine of the 1,152 (34%) arson incidents were classified as vandalism or mischief. This category has historically accounted for the bulk of arson incidents. A breakdown of the arson incidents is as follows:

Act or Omission	Incidents	Injured	Dead	$ Loss
Arson for financial gain	18	0	0	603,246
Arson as a cover-up crime	121	2	2	1,627,700
Arson — political, religious motive	1	1	0	50,000
Arson for revenge, spite	19	2	0	255,935
Arson — mental disorder, suicide	11	2	0	133,566
Arson — vandalism, mischief	389	9	0	3,116,168
Arson — motive unknown/unclassified	305	7	1	6,688,851
Suspected Arson — motive unknown or unclassified	288	4	2	4,781,907
	1,152	27	5	17,257,373

The frequency of arson is heaviest in the urban areas: 25 per cent of fires in Vancouver (City) were arson compared to about 11 per cent in the Kootenays, Interior and Northern regions of the province.

Eighty-two adults and 56 juveniles were charge in arson-related incidents in 1986 according to statistics compiled by the Ministry of Attorney General.

APPENDIX 8 - DIRECTORY OF PERSONNEL

March, 1987

Please note:
The correct mailing address for all Victoria offices of the Ministry of Municipal Affairs is as follows:

Ministry of Municipal Affairs
(Branch or Section)
Parliament Buildings
Victoria, B.C.
V8V 1X4

MINISTER OF MUNICIPAL AFFAIRS
Honourable Rita M. Johnston
Parliament Buildings
Victoria, B.C.
V8V 1X4
Tel: 387-3602

ACTING DEPUTY MINISTER
Ken MacLeod
8th Floor
747 Fort Street
Victoria, B.C.
V8W 3E1
Tel: 387-4104

EXECUTIVE COMMITTEE
Acting Deputy Minister
Ken MacLeod

Inspector of Municipalities
Local Government Services
Al Tamblin

Assistant Deputy Minister
Safety Standards and Revitalization Services
Gary C. Harkness

LOCAL GOVERNMENT SERVICES

Director - Engineering
Andrew MacTaggart
6th Floor
747 Fort Street
Victoria, B.C.
V8W 3E1

Senior Investigations Officer - Investigations
Fred Thompson
8th Floor
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Victoria, B.C.
V8W 3E1

Director - Municipal Administrative Services
Norman McCrimmon
7th Floor
747 Fort Street
Victoria, B.C.
V8W 3E1

Executive Director - Municipal Financial Services
A.J. (Al) Tamblin
6th Floor
747 Fort Street
Victoria, B.C.
V8W 3E1

SAFETY STANDARDS AND REVITALIZATION SERVICES

Acting Director - Building Standards
Jack Robertson
201-633 Courtenay Street
Victoria, B.C.
V8W 1B8

Administrator - Downtown Revitalization Program
Martin Thomas
4th Floor
747 Fort Street
Victoria, B.C.
V8W 3E1

Acting Fire Commissioner - Office of the Fire Commissioner
Rick Dumala
2780 East Broadway Street
Vancouver, B.C.
V5M 1Y8

Manager - Provincial Capital Commission
Larry Beres
2nd Floor
835 Humboldt Street
Victoria, B.C.
V8V 4W8

Executive Director - Safety Engineering Services
George McAffer
201-601 West Broadway Street
Vancouver, B.C.
V5Z 4G9

Director - Boiler and Pressure Vessel Safety
Ray Mullaney
201-601 West Broadway Street
Vancouver, B.C.
V5Z 4G9

Director - Electrical Safety
Dr. James Hill
201-601 West Broadway Street
Vancouver, B.C.
V5Z 4G9

Director - Elevating Devices Safety
Roy Broderick
201-601 West Broadway Street
Vancouver, B.C.
V5Z 4G9

Director - Gas Safety
Gordon Cherry
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Vancouver, B.C.
V5Z 4G9

ADMINISTRATION AND SUPPORT SERVICES

Director - Communications
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Victoria, B.C.
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Executive Director - Development Services
Erik Karlsen
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Director - Finance and Administration
Larry Seminiuk
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Manager - Information Systems
Jeanne Crawford
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Manager - Islands Trust
Cynthia Hawksworth
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Director - Organizational Policy
Gary Paget
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Director - Personnel Services
Lorne Bulmer
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